

REGIONAL GENDER IMPACT ASSESSMENT USAID/REDSO/ESA MISSION REPORT

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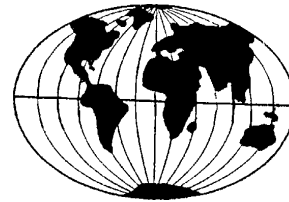
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TABLE OF CONTENTS

Acknowledgements	iii
Executive Summary	iv
Acronyms	xi
1.0 Introduction	1
1.1 Overview	1
1.2 A little history	1
1.3 Re-engineering and gender	2
1.4 The study	3
1.5 Principles guiding gender-responsive planning and programming	5
2.0 Background	7
2.1 Overview of REDSO and its evolution	7
2.2 Overview of the gender situation in the East African research sites	8
3.0 The Paper Trail	12
3.1 Overview	12
3.2 The Strategic Plan	12
4.0 Beyond The Paper Trail: Fieldwork Findings	17
4.1 Overview	17
4.2 Economic Growth/Food Security	18
4.3 Democracy and Governance/Conflict	26
4.4 Health/HIV/AIDS	28
5.0 Lessons Learned	30
5.1 The importance of incentives	31
5.2 The need for resources	32
5.3 Reporting requirements and the “partial de-institutionalization of gender”	32
5.4 The importance of re-emphasizing training and technical assistance	32
5.5 A possible strategy promoting economic empowerment for women as a component in all feasible sectors	33
5.6 Lessons learned in the various sectors studied	34
5.7 The importance of economic empowerment and its relationship to gender mainstreaming	35
6.0 Conclusions And Recommendations	36
6.1 Conclusions -- Incorporation and Institutionalization of Gender in Mission Activities	36

6.2 Conclusions Emphasizing Economic Lessons Learned	38
6.3 Recommendations	39

APPENDICES

A. List of Persons Interviewed for REDSO/ESA Mission Assessment	A-1
B. Scope of Work	B-1
C. References	C-1
D. Rapid Appraisal Methodologies (RAMs)	D-1
E. Lessons From Literature on Gender and Empowerment and ‘Best Practices’ Microfinance Projects	E-1
F. Gender Also Means Men	F-1

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EXECUTIVE SUMMARY

INTRODUCTION

This report, focusing on the REDSO/ESA Mission, is part of a larger regional gender impact assessment funded by REDSO/ESA. Four missions were chosen for the study: REDSO, Kenya, Rwanda and Tanzania. Substantively, the fieldwork carried out in Tanzania, Kenya, Rwanda and Uganda examined USAID-funded activities in three sectors: Health (with special emphasis on HIV/AIDS), Democracy and Governance, and Economic Growth. The team was charged with assessing “selected programs that are gender-based, gender-related or programs with a gender component.” This regional assessment was expected to help missions ensure that future activities included gender considerations by demonstrating successes, missed opportunities and lower returns on results due to the absence of a strategic approach in mainstreaming gender. Fieldwork for the assessment of the REDSO Mission focused on the Mission’s implementation activities in Kenya and Uganda.

USAID’s history of dealing with gender dates back to the 1973 Percy Amendment, the 1976 creation of the Office of Women in Development and the landmark 1982 WID Policy Paper. Little by little, gender concerns were institutionalized. Then, in the mid-1990s, re-engineering assumed that gender already had been mainstreamed into the system, and, although it remained a formal requirement of the Automated Directives System (ADS), it was no longer emphasized within Agency reporting requirements. The present research was aimed at ascertaining how gender was faring under these changed assumptions and reporting procedures. Rather than gender mainstreaming, the team more often found a “partial de-institutionalization of gender.”

A rapid appraisal methodology was used in the research, in fieldwork that extended from January 6 to February 17, 2002. Like all rapid appraisal methodologies, it relied on the principle of “triangulation” to establish the validity of data (see Annex D): for every variable/issue on a short, tightly honed list, at least two sources of data are obtained, preferably using two different research techniques. The team undertook key informant interviews, focus groups, document analysis and observation, speaking with some 200 people (54% women and 46% men). Those interviewed for the analysis of the REDSO Mission represented the largest component of the 200, some 66 people (32 men, 48.5%, and 34 women, 51.5%) in Kenya and Uganda.

FINDINGS – THE “PAPER TRAIL” OF USAID REPORTING DOCUMENTS

In each of the four missions studied, the team analyzed the mission’s “paper trail” of required reporting documents – the latest Strategic Plan and any subsequent R4s – focusing on the three sectors being studied. In the REDSO analysis, a content analysis of the new Strategic Plan approved September 2000, and the one subsequent R4 written since then (2001), indicate a “squeezing out of gender.” There are a number of substantive discussions of gender in the Strategic Plan, which is the least page-restricted document, and there even were two preliminary indicators that disaggregated results by gender. But none of the finally chosen indicators for the Strategic Objective or its Intermediate Results involved gender disaggregation. In fact, the final indicators tended to be at a more general level, which meant that there were no people-level indicators to be disaggregated by gender. Part of this may be ascribed to the fact that in its main

implementation role, REDSO is operating at the regional level, with regional organizations as its partners. Therefore, rather than people, the relevant stakeholders tend to be regional organizations, which further distances gender from active consideration in the mission's required reporting documents.

FINDINGS – THE FIELD INTERVIEWS AND OBSERVATIONS

The team found that, in the absence of institutionalized and enforced reporting requirements vis-à-vis gender, attention to gender tended to devolve down to the individual level. That said, some individuals created noteworthy successes.

Economic Growth/Food Security: Two *ASARECA* affiliates show this pattern of a few individuals making a big – and positive – difference.

- First, in Uganda, a spectacularly successful new variety of mosaic-resistant cassava was jointly developed by a woman plant breeder and a woman-led village organization. Together they formulated – and realized – their criteria for the ideal cassava variety. The members' families are benefiting, but since men sell and control the income from the new cassava and planting materials, they are benefiting more. Men now are joining the village organization in increasing numbers, rising from 17% to 43% of group members. But women members, who are the principal cassava farmers, want to capture more of the income from their labor. Therefore, they have proposed a group-owned processing machine that would distribute benefits directly to members – for which, unfortunately, no funding now exists.
- Second, a woman post-harvest technician who recently had received gender training, on her own initiative, added a gender analysis to a Kenyan research project on high-Vitamin A/beta carotene sweetpotatoes. (The Kenyan research was part of a five-country sweetpotato study; its Scope of Work had ignored gender.) This gender analysis revealed that gender-blind development of flour processing technology produced machines women were not physically able to use. As a result, the project suffered: no flour was processed. The results also showed major male-female differences in preferred sweetpotato traits that further affected project success. Despite these troubling findings, to date no funds have been found to correct the problems or even add gender analysis to the other four countries' on-going research.

In a third case study, involving an *OAU/IBAR* animal health project in northern Kenya, some staff members noticed that the 5% of animal health workers who were female were outperforming the men: This gave them an incentive to fund two studies of gender and animal health. The studies' findings and recommendations underlined women's previously unsuspected key role in pastoral/animal health activities. This led the project to hire women staff in an effort to better reach women.

Finally, a fourth case study involved *EASSI*, a REDSO Food Security partner and the only regional women's organization currently receiving REDSO funding. *EASSI* was found to be a rapidly maturing organization expanding its mission. It could serve as a source of the help with gender analysis that was so widely requested by REDSO partners and sub-partners.

Democracy and Governance produced one case study involving a REDSO sub-partner working in the same strife-torn, patriarchal, pastoral area as the OAU/IBAR project. The *WASDA* (Wajir South Development Association) story showed how a REDSO partner (PACT) encouraged its sub-partners to disaggregate data by gender. As a result, WASDA learned that women were more important for both animal health and conflict resolution than anyone had thought. WASDA has since added women staff and is trying to train an equal number of men and women.

Health/HIV/AIDS provided a case study of the *Regional Center for Quality of Health Care* that illustrated how gender-aware REDSO staff could successfully get a partner to incorporate gender considerations into its training and reporting – to the betterment of the partner’s activities.

In all three sectors, the team found a problem involving lack of knowledge and training concerning gender. The once liberally available WID Office help in gender training and technical assistance has all but dried up – another indication of the “partial de-institutionalization of gender” the team encountered. As a result, whole cohorts of USAID and partner staff never had the chance to be trained in gender. Some of them thought they were integrating gender considerations; others realized that they didn’t know how and requested help.

LESSONS LEARNED , RECOMMENDATIONS AND A POSSIBLE STRATEGY FOR MAINSTREAMING GENDER WHILE ADDRESSING WOMEN’S “STRATEGIC NEEDS”

In overview, the research has revealed six basic elements needed for gender to be taken seriously into account in the policies and programs of USAID/REDSO/ESA and its partners, in a way that promotes enhanced gender equity as well as the success of those policies and programs. The first five elements emerged not only in the assessment of REDSO as a mission, with particular focus on its implementation activities, but also in the research carried out in the Kenya, Tanzania and Rwanda bilateral missions. They are included in this report because they are pertinent to the REDSO Mission’s regional implementation work. The sixth element involves several lessons/recommendations specific to the REDSO Mission.

1. Incentives

- ▶ **Lesson learned:** Incentives have been found to be behind the most thoroughgoing cases of gender analysis and gender targeting. Specifically, market-driven incentives seemed most powerful. A close analogue involves gaining incentive to incorporate gender because one has discovered that dealing with gender enhances the level of success, economic return and impact of a project. In the REDSO fieldwork, this was the case with OAU/IBAR: the team gradually realized that the minute proportion of women animal health workers handled the sale of veterinary drugs more honestly and fairly than did their male counterparts--and the women did not divert the money. This motivated the team leader to seek out knowledge and advice about gender that led to both the hiring of women staff and a more gender-sensitive approach that benefited both women and the project.

USAID and partner staff also can be given incentives to deal seriously with gender that can be considered indirectly market-driven. If their track record with

respect to mainstreaming gender is one of the criteria for raises and promotions, it will help reward people who pay attention to this issue. Given all the competing demands on most staff, this will encourage attention to gender. Then if they find that their programs also perform better as the result of gender disaggregation of data, gender analysis and appropriate gender targeting, they have still another incentive to promote more attention to gender issues.

- ▶ **Recommendation:** Incentives should be formulated that encourage both USAID and partner staff to take gender into account. These incentives should include making their performance vis-à-vis gender one of the criteria in their annual performance evaluations (as urged by Moser 1993 and practiced in the Canadian CIDA and IDRC).

2. Resources

- ▶ **Lesson learned:** Resources are required for partners and USAID to be able to gainfully deal with gender. These include time and staff with sufficient seniority and authority working on a full-time basis, as well as budget. And they include knowledge, as discussed below, in training and technical assistance.
- ▶ **Recommendation:** Time should be provided for the mission “WID Officer” to be able to track gender performance in all SOs, and time should be programmed for one person per SO team to don the “gender hat” for that SO. Similarly, partners should explore using the Monitoring & Evaluation person/team for this role and give them the resources and recognition (including possible consideration in performance and merit awards) for doing so. All of these people – the mission WID Officer, the mission gender monitor/specialist for each SO, and the partner gender monitors – should meet periodically to share lessons learned and receive incentives for developing the most innovative ways of mainstreaming and tracking gender within their sectors.

3. Reporting requirements

- ▶ **Lesson learned:** The ADS requires a gender analysis to support all strategies and activities, but its guidance is extremely unclear. Moreover, there is no evidence that its requirements are being implemented, monitored or enforced. The R4s have page constraints that militate against reporting of gender results. There is no longer a WID Annual Report. So gender is increasingly being squeezed out, as was found in the document analysis. Washington is the appropriate venue for revamping the ADS system. Also, the R4 is being superseded by a new Annual Report, with unknown impact on gender reporting. PMPs, however, may offer a new shuffle of the deck. They are only now being approved. Where a PMP is still in draft, there is still time for considering gender; where one has recently been approved, as in the case of REDSO, there is still time to revisit gender, before it is fully implemented.
- ▶ **Recommendation:** Dialogue with Washington should be promoted on those aspects of reporting that are in its bailiwick; meanwhile, the new PMPs and Annual Reports should be reviewed for ways of incorporating gender. As a first step – and one that is within a mission’s “manageable interests” – disaggregating all people-level data by gender should be made compulsory. After all, this is a Congressional mandate and, in addition, without such data there is no way to make a case for “the gender variable.”

4. Training and Technical Assistance:

- ▶ **Lesson learned:** It appears that there has been a lull in recent years in WID Office training and technical assistance, so that whole cohorts of USAID personnel and their partners have more good will than knowledge concerning gender and development. This “skills gap” is a big part of the reason that the “partial de-institutionalization of gender” has proceeded as far as it has, and it needs to be filled. Fortunately, wherever the gender assessment team went, it was greeted with requests for training and technical assistance by people who wanted to address gender because they believed that it would add value to their projects, but didn’t know how to do so.
- ▶ **Recommendation:** A multi-level gender training and technical assistance program should be launched that encompasses both USAID and its partners and even sub-partners (the latter via Training of Trainer (TOT) models). Training should be provided in two distinct levels. The **lower level** should include (a) basic gender awareness, and (b) basic rationale and procedures for disaggregating data by gender. This lower level training should be provided by local consultants, after their expertise has been vetted by a recognized gender expert. The **upper level** should consist of (c) gender analysis specifically geared to the particular characteristics and problems of a given development sector, and (d) gender mainstreaming. At least initially, it is recommended that gender experts who provide (c) and (d) should be high-level people brought in from outside the mission on a Scope of Work that also includes assessing the competence of the local consultants being considered for the lower level training. The experts for the upper level training may be either from the WID Office or an outside consultant/consulting organization. Since all these levels of training must be repeated periodically, funds should be sought to bring weaker local trainers up to speed, so that training is institutionalized.

5. Strategy: economic empowerment for women as a component in a wide variety of sectors:

- ▶ **Lesson learned:** Economic empowerment for women may be the most effective basis for a strategy to enhance their status and their society/group’s overall gender equity. The 1982 WID Policy Paper stressed it, the literature on gender and development finds it the most powerful factor affecting women’s destiny relative to men, and the most successful sector of recent development aid – “best practices” microfinance programs – frequently achieves it. Enhanced control of economic resources can give a woman greater: (a) self-confidence, (b) say in her own fertility, (c) voice in household decisions, (d) ability to be active in civil society/conflict resolution, and, (e) ultimately, protection from domestic violence. Since women tend to spend income they control more single-mindedly on children’s nutrition, education and healthcare than male counterparts, promoting their economic empowerment can provide an extra “synergy bonus” of greater human capital formation. For example, the women who developed the mosaic-resistant, high-yielding Vvomba cassava contributed to the enrichment of their entire households: families were building new houses and enhancing their standard of living. Even though in many families men took over the marketing of cassava and kept most of the profits, women managed to increase their income

from sale of modest amounts of fried cassava and were better able to ensure that their children attended school. Economic empowerment also is the only variable addressing both women's "strategic needs" and "practical needs" (as described by Molyneux, Moser, and others). Finally, it can be integrated with development programs in other sectors, including Democracy and Governance and Health/HIV/AIDS, resulting in greater program success, as well as in gender equity.

- ▶ **Recommendation:** There should be emphasis on assistance that enhances women's economic empowerment and such assistance should not be confined to Economic Growth initiatives. Instead, in every relevant sector, a "livelihood component" should be formulated, or a link established to an existing program that increases income under women's control. This should give women more clout in influencing male condom use; more say in their own fertility, and more of a foundation for civic activism, thereby enhancing the success of such non-economic programs.

6. Lessons and Recommendations Specific to the REDSO/ESA Mission Implementation Role

6a: Emphasizing gender ratings in PIVA assessments

- ▶ **Lesson learned:** The mission is emphasizing building the organizational capacity of its partners. It uses the PIVA system as a measure, ranking partners on a metric ranging from nascent to mature. But gender is not yet a formal component or requirement of the system. Accordingly, gender has been examined on a hit-or-miss basis. Dealing with gender in an appropriate manner should be a criterion on which a partner organization is assessed and graded. Therefore, there needs to be a more structured approach to ensure that PIVAs will evaluate attention to gender as part of the judging of an organization's level of capacity and maturity.
- ▶ **Recommendation:** REDSO personnel involved in PIVA exercises should formalize criteria for adding gender to the foci of evaluation. One suggestion is a proposed scale ranging from 1-5, e.g.: 1) gender blind; 2) gender aware; 3) gender knowledgeable; 4) gender incorporated; and 5) gender equal/fully mainstreamed. This will act as a further incentive for partner organizations to take "the gender variable" seriously.

6b: Promoting and publicizing EASSI and other sources of help with gender training/gender analysis for partners/sub-partners

- ▶ **Lesson learned:** In addition to the general lesson and recommendation above concerning training and technical assistance, there is a specific opportunity available to REDSO: helping EASSI become a gender consulting resource in the region and promoting and publicizing these services to REDSO/ESA partners and sub-partners (e.g., ASARECA's network affiliates). Most partner and sub-partner entities visited for this study requested assistance not only with training in basic gender awareness, but also with gender disaggregation and/or gender analysis. In order to meet this demand efficiently and inexpensively within the REDSO/ESA region, it would be useful to have a REDSO partner organization that could be brought up to speed as a potential provider of such gender disaggregation/analysis consulting services. EASSI is the only regional women's organization currently

an active REDSO partner, and it is willing to expand its role in this direction. This would provide a “win-win” scenario benefiting REDSO, its partners/sub-partners that are not now taking gender into full account, and EASSI.

- ▶ **Recommendation:** Obtain help to develop the capacity of EASSI to provide consulting in more specialized gender analysis linked to other REDSO partners/sub-partners’ technical specialties. This should involve a multi-stage approach: (a) Provide any “skills gap” capacity building needed for EASSI focal point groups to do “first level” training – something most already are qualified to do; (b) provide the training and capacity building needed for EASSI and its focal point groups to do “second level” consulting on gender analysis geared to the technical needs of the requesting REDSO partner/sub-partner, (c) provide oversight to ensure quality control in initial assignments, (d) help EASSI to develop a roster of people and affiliates listed by location and specialties, and then, (e) promote, and help EASSI to further promote, this service.

6c: Revisiting the recently-approved PMP to (re)integrate gender into the SOs, IRs, sub-IRs and their various indicators

- ▶ **Lesson learned:** Although the recently approved PMP does not include gender or gender-disaggregated indicators, it provides an opportunity for revisiting the issue. This was done by the health team in Tanzania. There, gender had been squeezed out of successive R4s but the team restored a gender focus and gender-disaggregated indicators when they drafted their PMP. REDSO could take the same approach. Moreover, for SOs and IRs that do not easily lend themselves to people-level indicators (e.g., Trade and Investment), REDSO can consider supplemental rapid appraisals to assess differing impact on men and women.
- ▶ **Recommendation:** Undertake an exercise to incorporate gender into the PMP in two ways: (a) Directly, by formulating more people-level indicators and disaggregating them by sex; and (b) as part of a supplemental rapid appraisal of how REDSO initiatives are affecting women vs. men.

ACRONYMS

ADS	Automated Directives System
ASARECA	Association for Support to Agricultural Research in East and Central Africa
BDS	Business Development Services
CBO	Community –based organization
CGIAR	Consultative Group for International Agricultural Research
CIDA	Canadian International Development Agency
CIP	Centro Internacional de la Papa
DG	Democracy and Governance
DHS	Demographic and Health Survey
EARRNET	East Africa Root-crops Research Network
EASSI	Eastern Africa Sub-Regional Support Initiative
ECA	Economic Commission for Africa
ECAPAPA	Eastern and Central Africa Program for Agricultural Policy Analysis
EG	Economic Growth
FP/MCH	Family planning/maternal-child health
GAD	Gender and development
GHAJ	Greater Horn of Africa Initiative
IDRC	International Development Research Center (Canada)
IITA	International Institute of Tropical Agriculture
INGO	International non-governmental organization
IQC	Indefinite Quantity Contract
IR	Intermediate Result
ISGM	Institutional Strengthening Grant Management
KARI	Kenya Agriculture Research Institute
NARO	National Agricultural Research Organization
NAARI	Namulonge Agricultural and Animal Production Research Institute
NGO	Non-governmental organization
NPC	Non-presence countries
OAU/IBAR	Organization of African Unity/Intergovernmental Bureau for Animal Resources
PHN	Population, Health and Nutrition
PMP	Performance Monitoring Plan
PRA	Participatory Rural Appraisal
PRAPACE	Regional Potato & Sweetpotato Improvement Program in E. & C. Africa (Eng.)
RAP	Rapid Assessment Procedures
RCQHC	Regional Center for Quality of Health Care
REDSO/ESA	Regional Economic Development Services Office/Eastern and Southern Africa (also appears in text as just REDSO)
R4	Results Review and Resource Request
RRA	Rapid Rural Appraisal
SO	Strategic Objective
STD	Sexually transmitted disease
UNSPPA	Uganda Seed Potato Producers Association
USAID	United States Agency for International Development
WASDA	Wajir South Development Association
WID	Women in Development

1.0 INTRODUCTION

1.1 OVERVIEW

This report tells two stories about gender and the United States Agency for International Development (USAID). On the one hand, it summarizes a gender impact assessment of USAID/REDSO/ESA and some of its partners, sub-partners and clients that was carried out in Kenya and Uganda during January and February 2002. The fieldwork examined the REDSO Mission's implementation activities in three areas: 1) Economic Growth/Food Security; 2) Democracy and Governance/Conflict; and 3) Health, with special emphasis on HIV/AIDS. The report is part of a larger gender impact assessment funded by REDSO, in which a team of gender specialists also carried out research on bilateral mission activities in Kenya, Rwanda and Tanzania. Lessons learned from these bilateral mission appraisals that are pertinent to REDSO/ESA's regional implementation activities are included in this report where relevant.

On the other hand, this report focuses on what may be termed the "partial de-institutionalization of gender" within the Agency – a phenomenon encountered during the field research and found to have had a profound effect on how and to what extent gender was mainstreamed into the activities of USAID and its partners.

In order to tell the first story about gender and USAID/REDSO, it is necessary to give an overview of the second story of the possible "partial de-institutionalization of gender" in USAID after the mid-1990s. And this second tale begins with the Agency's early successes in promoting the incorporation of women into sustainable development.

1.2 A LITTLE HISTORY

In 1973, the "Percy Amendment" to the 1961 Foreign Assistance Act mandated that bilateral assistance programs henceforth "be administered so as to give particular attention to those programs, projects and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort."

The Percy Amendment thrust USAID into the forefront of the international donor community in promoting development for both halves of the population.

- ▶ By 1976, USAID had established its Office of Women in Development (WID), to translate the Percy Amendment into on-the-ground implementation in U.S. foreign assistance.
- ▶ By 1982, the WID Office published a much-praised WID Policy Paper laying out a framework for dealing with women that, to this day, never has been superseded. Like the Percy Amendment, it gave "pride of place" to the economic, especially female economic empowerment.
- ▶ Women in Development (WID) was gradually transformed into Gender and Development (GAD) and for the next decade-and-a-half, ever more sophisticated tools and frameworks for dealing with gender were developed. Although systematic attention to women and

gender was far from uniform, a gradual process of institutionalization seemed to be well under way.

- ▶ For example, every project started with a Project Paper and every Project Paper included, among its various technical analyses, a Gender Analysis; some were mere boilerplate, to be sure, but knowledge did seem to be accumulating.
- ▶ Additionally, the Office of Women in Development provided varying levels of training and hands-on assistance to missions, Washington bureaus and USAID partners, to enable them to deal with “the gender variable.”
- ▶ Then, in the mid-90s came two significant changes: WID Office training and technical assistance declined, while re-engineering, which changed the system and the reporting requirements, began. As with many paradigm shifts, this led to unintended consequences.
- ▶ As will be discussed below, this assessment found that some of those unintended consequences may have affected the gender impact of the various mission programs that the team was tasked to assess.

1.3 RE-ENGINEERING AND GENDER

The gender impact assessment team offers the hypothesis that some of the unintended consequences vis-à-vis gender may be traced to the fact that re-engineering brought with it a transformation in the Agency’s documentation and reporting requirements:

Although the ADS 200 series continues to require attention to gender, little guidance is currently available on how to do so. Also, the reporting requirements and page limits of the R4 (Results Review and Resource Request) have meant that missions have extremely limited space to showcase their results and make their cases for funding. The R4’s page constraints, in particular, have left missions very hard-pressed to devote any space to activities and accomplishments below the Strategic Objective (SO) and Intermediate Results (IR) levels. Ominously, initial guidance for the new Annual Reports provides even stricter page limits.

And unfortunately, in many missions, most attention to gender (e.g., reporting sex-disaggregated people-level indicators) tends to be at the sub-IR level. Of greater importance, rewards for devoting some of that scarce space to results vis-à-vis gender appear to have been minimal, whereas sanctions for failing to do so seem even more modest: mission R4s were not graded on their attention to/mainstreaming of gender. The net result, it can be argued, has been that the slow process of “gender institutionalization” taking place in the Agency for over two decades may have begun to backslide after 1995.

The main part of the story, that concerning REDSO, starts with an analysis illustrating what might be considered an example of a partial de-institutionalization of gender. It should be stressed that this example of “gender falling through the cracks” occurred even though a good number of the REDSO people involved in the process were both knowledgeable about the importance of taking gender into account and personally committed to ensuring that development equitably incorporate both males and females.

However, before presenting the analysis of the “squeezing out of gender” from REDSO documents and practices, it is useful to first introduce the larger study’s objectives and methodology, as well as the specific fieldwork undertaken involving REDSO and its partners.

1.4 THE STUDY

According to the Scope of Work, the primary objective of REDSO/ESA's Regional Gender Impact Assessment was defined as "operational." The purpose, according to the SOW, "is to identify and address both strengths and deficiencies so as to enhance future impact." Concretely, the team was charged with assessing "selected programs that are gender-based, gender-related, or programs with a gender component in at least 4 missions within the region." The missions included in the study were: 1) REDSO itself; 2) Kenya; 3) Rwanda; and (4) Tanzania. The three sectors chosen for analysis were: 1) Economic Growth/Food Security; (2) Democracy and Governance/Conflict; and 3) Health/HIV/AIDS. (The list of contacts interviewed and the Scope of Work are included as Annexes A and B.) This regional assessment should enable missions to ensure that future stages of activity implementation will include gender considerations by demonstrating successes, missed opportunities and lower returns on results due to the absence of a strategic approach in mainstreaming gender.

In order to carry out the assessment, a rapid appraisal was undertaken. Rapid appraisal is a technique that has become increasingly popular in development research since it was first named at a 1978 conference at the University of Sussex (see Annex D). There are several variations of the methodology, including Rapid Rural Appraisal (RRA), Participatory Rural Appraisal (PRA) and Rapid Assessment Procedures (RAP). All variants of rapid appraisal, however, share the same principle of cross-validating information. Specifically, a well-conducted rapid appraisal requires use of the principle of "triangulation" to establish validity and to lift the data collection above the level of a simple case study. Triangulation means that for each variable/issue on a tightly honed list, data are gathered from at least two sources, preferably via two different techniques.

Rapid appraisals are particularly well suited for exploratory research, as opposed to hypothesis-testing research. In many such instances, rapid appraisal methods may provide better-contextualized data that are more valid than those obtained by a large-scale sample survey. Also, rapid appraisals can do this more quickly and cheaply than surveys.

Even where it is not possible for a rapid appraisal to cross-check every specific fact, it can use multiple replications to provide "convergent validity." This means that a large number of interviews, observations, focus groups, document analyses, etc. are undertaken, and the repetition of the same basic questions provides multiple opportunities to establish the main parameters of the phenomena in question, as well as provide at least preliminary clues as to sources and extent of variation.

To complement the "inside angle of vision," part of the triangulation process should, ideally, involve an "outside angle of vision" – provided by knowledgeable key informants and/or members of a control group.

Despite extreme time pressures caused by very short field stays in each site, the research managed to follow the prime guidelines of a rapid appraisal. Given time constraints, it was not possible to cross-check every one of the specific findings. Instead, the team relied on multiple replications, as discussed above. Data were gathered via four principal means: (a) key informant interviews; (b) focus groups; (c) analysis of documents; and (d) observation. The strategy utilized in each mission began with interviews of USAID staff and analysis of

documents for each of the three sectors and related Strategic Objectives. Then team members met with USAID partners, starting at the International NGO/partner level and descending also to the National NGO/partner level. Next, wherever possible, the team went to the Community-Based Organization (CBO) level, and, even, where time permitted, to actual clients/service recipients.

As part of the fieldwork for the full gender assessment of the REDSO Mission and the Kenya, Tanzania and Rwanda bilateral missions, which extended from January 6 through February 17, 2002, the assessment team interviewed some 200 people, mostly in individual key informant interviews. Disaggregated by sex, this included 92 men (46%) and 108 women (54%).

Those interviewed for the assessment of the REDSO Mission represented the largest component of the 200, some 66 people (32 men, 48.5%, and 34 women, 51.5%) in two countries – Kenya and Uganda. Table 1 provides the breakdown of the REDSO/ESA interviews (which were carried out by Blumberg, Gachago and Lueker in Kenya and Blumberg in Uganda).

TABLE 1
People Interviewed For REDSO/ESA Mission
Gender Impact Assessment

<u>Mission = REDSO/ESA</u>	<u>Men</u>	<u>Women</u>	<u>Total</u>
A. <u>Kenya</u>			
USAID	14	10	24
Partners	9	3	12
CBO Members	1	2	3
B. <u>Uganda</u>			
Partners	4	7	11
CBO Members	3	10	13
Others (for “outside angle of vision”)	1	2	3
	32	34	66

As further background, the following is a list of REDSO/ESA partners the team worked with in the course of the rapid appraisal regional gender impact assessment. These partners range from regional organizations to village-level CBOs and their members:

TABLE 2
List of REDSO/ESA Mission Partners Contacted

Kenya

ASARECA (Association for Support to Agricultural Research in East and Central Africa)
- CIP (Centro Internacional de la Papa)

OAU (Organization of African Unity)
- IBAR (Intergovernmental Bureau for Animal Resources)

PACT/MWENGO

- WASDA (Wajir South Development Association; grassroots CBO partner of PACT/MWENGO)

Uganda

ASARECA

- CIP
- ECAPAPA (Eastern and Central Africa Program for Agricultural Policy Analysis)
- IITA (International Institute of Tropical Agriculture/Cassava Project)
 - NARO/NAARI (National Agricultural Research Organization/Namulonge Agricultural and Animal Production Research Institute; Ugandan local partner for cassava project)
 - Vvomba Village Cassava Growers CBO (female-founded/led; worked with NAARI woman cassava scientist to develop IITA's "Vvomba" mosaic-resistant cassava variety named for their village)
- PRAPACE (Regional Potato & Sweetpotato Improvement Program in East and Central Africa/CIP Sweetpotato Project)

EASSI (Eastern Africa Sub-Regional Support Initiative for the Advancement of Women)

RCQHC (Regional Center for Quality of Health Care/Academy for Educational Development)

1.5 PRINCIPLES GUIDING GENDER-RESPONSIVE PLANNING AND PROGRAMMING

Before getting into the gender impact assessment of the REDSO mission, it is important to understand some of the principles underlying gender mainstreaming.

1. Any development process that does not address the different gender needs and strategic interests of men and women is bound to promote inequality in society and also will not be efficient in its identification, targeting and utilization of resources.

2. It must be understood that gender is a social construct that involves deep-rooted cultural values, beliefs, anxieties and emotions. Furthermore, a specific group's construct of gender is based on societal ideologies.
3. The process of creation of a gender-equitable society demands that those who currently hold the power and resources share them with the disadvantaged.
4. There must also be recognition of the different gender and biological roles and responsibilities that make men and women interpret the world differently.
5. There must be appreciation of the social, cultural, political and historical constraints on women and girls that necessitate the use of affirmative action to help bridge extant gender gaps, promote women's empowerment and address the strategic needs of poor women as well as men.
6. There can be no gender mainstreaming without gender analysis that examines the differing resources, roles and incentives of men and women in a given context, and the prerequisite for any gender analysis is gender/sex-disaggregated data. Accordingly, there is the need for continuous collection of gender disaggregated data, as well as for continuous utilization of the same.
7. A participatory approach that solicits the involvement of men and women in reflecting on situations that affect them and in identifying their own problems will facilitate coming up with solutions for the same.
8. Finally, it must be understood that gender-responsive planning, implementation, monitoring and evaluation will promote efficiency and greater productivity and lead to greater well-being of men, women, boys and girls.

2.0 BACKGROUND

2.1 OVERVIEW OF REDSO/ESA AND ITS EVOLUTION

It is worth mentioning that REDSO/ESA is still dealing with the ramifications of a major organizational transformation. From 1973 until the mid-1990s, it was primarily a service organization. Specifically, it “provided services to bilateral missions in the region, while implementing limited regional activities” (Strategic Plan 2000:7). Beginning in the mid-1990s, its implementation role began to expand greatly and now REDSO has a triple role. Specifically, it now is called upon to:

- 1) Manage a regional program shaped by mission programs and GHAI [Greater Horn of Africa Initiative] principles;
- 2) Provide core and more limited technical services to missions in the region; and
- 3) Manage programs in countries where USAID has no in-country presence (ibid.)

The GHAI was born in 1994, in response to the Administration’s call for a new approach to addressing the food insecurity and conflict problems plaguing the Horn and parts of East Africa (ibid.). Then, in 2000 the Africa Bureau articulated a fresh vision, cited in the Introduction to the Strategic Plan, calling for:

A new Africa that is viewed as an equal partner by the global community; an Africa that is future oriented, responsive to citizens through robust democratic institutions, an Africa committed to developing strong market economies and to investing in education, training and infrastructure (ibid.).

The strategy adopted by REDSO/ESA in 2000 was aimed at advancing the Africa Bureau vision, as well as furthering the objectives of the GHAI. It entailed strengthening the capacity of, and partnering with, regional African organizations to achieve development results. It is a unifying strategy that contemplates “investing in regional African partners to achieve specific results that complement bilateral program efforts in the attainment of the [Africa] Bureau’s regional food security, conflict management and health priorities” (ibid.). In concrete detail:

The regional program¹ will enhance the capacity of regional intergovernmental and non-governmental institutions to attain specific development objectives (“results”) that can best be achieved through regional forums and approaches. The approach to be used can be characterized as “strengthen, use and link,” whereby organizations’ ability to pursue their agendas will be strengthened, the organization will be expected to use their new strengths to achieve specific results and the organizations will be linked together to solve regional developmental challenges. Services to missions include the provision of both “core” (procurement, legal, financial, accounting/management, food for peace and Reg. 216 guidance) and more limited technical services directly supportive of regional capacity strengthening in sectors where REDSO has skills and where there is the most demand by missions. The management of non-presence country (NPC) programs

¹ This gender assessment focused on the REDSO Mission’s regional program.

includes Sudan, Somalia and Burundi, as well as others, such as the Indian Ocean states (ibid.).

Implementation of so many of its own activities is a new direction for REDSO and one that puts new stresses and strains on a mission that during the same period has had to absorb its share of the budget and staff cuts that have affected the performance, morale and “manageable interests” of USAID in the last few years.

Overall, the team found the REDSO Mission rising to the challenge in praiseworthy fashion. But it should be noted that many of the activities that the team assessed predated or were coterminous with REDSO’s transition to an implementation-service organization. Thus, it is not appropriate to try to analyze them in terms of the current Strategic Plan, which dates back only to September 2000.

2.2 OVERVIEW OF THE GENDER SITUATION IN THE EAST AFRICAN REGION

What is the relative position of women and men in the countries where the team carried out its fieldwork? Clearly, any gender-responsive programming by REDSO has to be constructed on the foundation of the area’s current gender situation. It is useful to begin with a statistical overview. Although the fieldwork undertaken specifically for the assessment of the REDSO Mission took place in Kenya and Uganda, data from the other countries included in the overall gender assessment (Tanzania and Rwanda) appear in the following table to provide a regional context. Wherever possible, statistics from 2000 have been used for this review.

TABLE 3

Overview of Gender Statistics in Four Countries Visited for REDSO/ESA/Regional Gender Impact Assessment

1. Sex ratio (Women/100 Men, 2000): Averages below 100 indicate major female disadvantage in survival (ratio in developed countries=106/100; S-S Africa=102/100)

Kenya	100
Rwanda	102
Tanzania	102
Uganda	101

2. Total fertility rate (TFR; 1995-2000), contraceptive prevalence rate (CPR - % married women; 1991/1998), and female-headed households (FHH; 1991/1997)

	<u>TFR</u>	<u>CPR</u>	<u>FHH</u>
Kenya	4.5	39	33
Rwanda	6.2	21	34*
Tanzania	5.9	18	22
Uganda	7.1	15	29

3. Mean age of marriage (1991/1997; women=W; men=M)

	<u>W</u>	<u>M</u>
Kenya	21	--
Rwanda	--	--
Tanzania	21	--
Uganda	19	24

4. Life expectancy at birth (LEB; 1995-2000), and people with HIV/AIDS (as of 12/97)

	<u>LEB-W</u>	<u>LEB-M</u>	<u>%W</u>	<u>%M</u>	<u>Est. no.</u>
Kenya	53	51	49	51	1,600,000
Rwanda	42	39	49	51	370,000
Tanzania	49	47	49	51	1,400,000
Uganda	40	39	49	51	930,000

5. Education: illiteracy @ ages 25+ (1985/1996), and females' share of second level and third-level enrollment (1992/1997)

	<u>W illiteracy</u>	<u>M illiteracy</u>	<u>F % 2d level</u>	<u>F % 3d level</u>
Kenya	54.2 (30**)	26.0	--	--
Rwanda	48**	--	44	--
Tanzania	43**	--	46	16
Uganda	50**	--	38	33

Source: United Nations 2000, except for * = Lueker 2002 and ** = Sivard 1995 (illit. =15+)

Statistics are not presented on labor force participation, given the fact that women's economic activity rates are considered to be undercounted, particularly in low resource farming and informal sector/own-account endeavors, two economic sectors in which sub-Saharan African women are known to be heavily involved (classic statements of the problem include Anker 1983 and Dixon 1982). Statistics on female representation in parliament are available for 2001 for Uganda (23%) and Tanzania (22%) and for 1999 for Kenya (4%) and Rwanda (17%). It also is worth mentioning the sex ratio statistics in the table. The fact that the ratio is at least 100 indicates that there is no systematic discrimination that results in excess female deaths, which is not surprising considering women's importance as farmers: they are valued. The remainder of this discussion focuses on the gender situation in the economic and kinship systems, which, given the overwhelmingly rural nature of all four countries visited, proves to be critical in understanding the relative position of women and men in these countries.

A. GENDER DIVISION OF LABOR, RESOURCES AND INCOME

It can be stated that the bulk of cultivation, especially of food crops, is done by women farmers. But unlike the situation in much of West Africa, where well-developed local markets dominated by female traders may date back for centuries (see, e.g., Sudarkasa 1973), East African marketing of crops and animals, as well as some processed by-products and handicrafts, is generally done by men, who control the resultant income. Consequently, East African women farmers are much less likely to control any significant returns from the fruits of their labors. Moreover, when an activity whose proceeds previously were under women's control starts to become more than marginally profitable, there is a tendency for men to take over the lion's share of the returns (Staudt 1987).

B. KINSHIP ORGANIZATION AND WOMEN'S ORGANIZATION

Most East African ethnic groups have kinship systems that historically have tended to disadvantage women. An important factor is that they are overwhelmingly patrilineal in descent and patrilocal in residence. Under such systems, women have been wholly or partially excluded from inheritance of land and other resources, and must go to live with/near the husband's male kin. Such a patrilocal residence pattern assures men of a long-established natural group of allies. In contrast, women in most such East African groups have tended to be much less organized. Even though the legal and social environment is changing and new laws have been enacted in Kenya, Tanzania, Rwanda and Uganda that recognize women's rights to land, many obstacles remain to women achieving equal land inheritance. For example, in Uganda, the "land clause" that would have ensured women's land rights was taken out of the final Land Law and implementation of the positive aspects for women is clouded by the fact that customary laws, which disadvantage women, were left in place. The net result is that most East African women's access to and control over economic resources generally remains precarious.

C. THE CONSEQUENCES OF THE GENDER IMBALANCE IN ECONOMIC POWER AND ORGANIZATION

Their relatively low degree of economic power and traditional organization mean that East African women have little leverage to negotiate with their husbands on a wide range of issues, ranging from fertility patterns to safe sex, and to the education and healthcare of their children. This stems from the empirical (as well as theoretical) link between greater control of economic

resources and greater voice in decisions on fertility, sexuality and children's well-being/human capital formation. (These relationships are presented in Appendix E.) As will be seen in the case study of the Vvomba mosaic-resistant cassava (see 4.2 below), women's precarious and restricted access to cassava income and other economic resources had consequences that dampened the overall impact of the otherwise enormously successful new cassava variety, especially vis-à-vis women and maximizing children's well-being. This suggests the utility of a multi-sector approach that would try to link activities in, say, health with efforts to enhance women's control of income. Such a strategy is discussed below under "Recommendations."

3.0 THE PAPER TRAIL

3.1 OVERVIEW

REDSO has identified the goal of A Healthy, Food Secure and Peaceful Region for its Strategic Plan. Three Strategic Objectives have been formulated to address the elements of this goal:

- SO5: Enhanced African Capacity to Achieve Regional Food Security;
- SO6: Enhanced Capacity for Managing Conflict in the Region, and
- SO7: Enhanced Capacity to Improve Health Systems. (Strategic Plan 2000.)

These three Strategic Objectives guide REDSO/ESA's main implementation activities during the period of the present Strategic Plan. In addition, REDSO will continue to have an important role as a service provider to missions in the region, and as manager of the NPC programs (ibid.: 10).

To provide a capsule preview of the findings of the analysis of REDSO's "paper trail," it revealed (a) some strong initial language and perceptive analyses of gender in its Strategic Plan, with (b) less and less attention to gender or women in its Strategic Objectives, Intermediate Results Indicators and latest R4. Because the Strategic Plan is the least formalized and page-limited of these documents, these findings may be interpreted as a possible example of how recent overarching Agency reporting requirements may be contributing to a "partial de-institutionalization of gender." In any event, it is worth presenting the analysis as an illustration of the problem of how gender may be squeezed out of a mission's program – even when people who recognize the importance of gender and, indeed, have considerable expertise in gender analysis are involved.

3.2 THE STRATEGIC PLAN

The REDSO/ESA *Strategic Plan 2001-2005: Strengthening Partnerships and Capacity* was approved in September 2000. Exclusive of introductory material and annexes, the Strategic Plan runs to almost 70 pages of text. Gender and/or women are mentioned 13 times, with four of those mentions so perceptive or detailed that they will be presented below. Gender is presented as a preliminary indicator in two of the three new Strategic Objectives adopted by REDSO for the period of the Strategic Plan – but these draft indicators disappear entirely from the formal statement of the SOs and IRs. Gender also is mentioned in passing another six times, and in an "illustrative result" concerning the development of appropriate technologies. Later in this report, this last mention will be revisited in a discussion of the contrasting cases of how gender was treated in a cassava vs. a sweetpotato activity.

A. GENDER ANALYSIS OF THE STRATEGIC PLAN 2001-2005

The first of the four detailed discussions of gender comes at the beginning of the Strategic Plan's Summary: The first subhead after the "Introduction" is "Regional Overview," and most of the third of its four paragraphs discusses gender:

A large gap remains between men's and women's opportunities and participation in economic and social development. Women and children are the most vulnerable to conflict in the region, and shoulder the burden of economic rebuilding. While women are increasingly playing important roles as peacemakers and mediators, the expected rapid rise in AIDS orphans means the numbers of young men eligible for recruitment as participants in various conflicts is also likely to increase (Strategic Plan 2000:8)

In the body of the Strategic Plan, gender is again prominently discussed as the seventh of 12 issues in the "Regional Overview: Trends in the 1990s" section, immediately following the "Introduction." Because of the expertise in gender and development that shines through this discussion, it is worthwhile to quote it in its entirety.

Insufficient Progress on Gender: Although African women have made significant advances over the last three decades there is still a large gap between men's and women's opportunities and their participation in economic and social development. Studies suggest that if African women were given equal access to education and other productive resources, national growth rates could be as much as 0.8 percentage points higher (World Bank 2000). Economic and legal barriers, as well as social discrimination, continue to prevent women in Africa from improving their status and productivity and achieving their full potential. These disparities have persisted despite the high returns to society from investments in women's education and health. The United Nations Economic Commission for Africa provides grim statistics on African women (ECA 1999:25-32). It notes that 70 percent of all African women over 25 are illiterate compared to 40 percent in East and South East Asia; 45 percent of African females are under the age of 15; and, fifty percent of women marry before the age of 18. Maternal mortality rates in sub-Saharan Africa are the highest in the world accounting for 40 percent of the world's maternal deaths (1,500 per 100,000 births); the fertility rate of 6.0 is the highest in the world with contraceptive prevalence rates the lowest in the world. Finally, the HIV/AIDS pandemic is increasing more rapidly among women than men in Africa.

The unequal power relations between men and women in all spheres are played out with special poignancy in the sexual arena where women and young girls are often forced into sexual relations through economic coercion or physical violence. Women and children are the most vulnerable from the numerous wars and conflicts in the region (Byrne 1995) and at the same time shoulder the burden of reconstruction as new heads of households. The exclusion of women's input to public policies and programs reinforces gender inequalities and denies African society the social and economic gains to be made from women's full participation in development. Fortunately, changes are beginning to emerge and women are increasingly taking more active and visible roles particularly as peacemakers and mediators in the region. For instance, Somali and Burundian women have insisted that they be part of peace discussions in their countries (Strategic Plan 2000:19-20).

Part Two of the Strategic Plan is titled "REDSO's Roles and Responsibilities," and gender is explicitly discussed as one of them (it is the fifth of six subheads). This, too, merits quoting in full because it shows what REDSO perceives to be its charge with respect to gender:

Gender: REDSO is committed to enhancing women's roles in economic and social development by providing a full time FSN staff member to provide services to missions on gender issues. In addition, REDSO has identified regional partners involved in gender studies and advocacy work who have the potential to take the lead in articulating women's concerns in regional and international forums. One partner is the Eastern African Sub-Regional Support Initiative for the Advancement of Women (EA-SSI). EA-SSI has facilitated networking and expanded collaboration and information sharing between the different actors and stakeholders in eastern Africa addressing issues identified at the Fourth World Conference on Women (Beijing Platform for Action).

Another potential partner to advance regional women's concerns is the ECA's Africa Center for Women. As the UN entity charged with ensuring the implementation of the Beijing and Africa Platforms for Action, the ECA is the most legitimate regional organization that can present gender-sensitive policy issues for consideration to regional governments.

REDSO will develop specific gender based indicators and the collection of disaggregated data, where appropriate, as PMPs [Performance Monitoring Plans] are developed for each SO. REDSO also will consider collecting and tracking comparative statistics on gender issues in the region where there can be value added to results management, implementation and evaluation of programs through the use of this information. While gender services are needed in the region, REDSO's gender advisor is likely to focus attention on the implementation of the regional program. Therefore, REDSO, AFR/SD and G/WID will need to consider how best to meet the needs for gender services by missions in the region (Strategic Plan 2000:36).

However, as will be seen below, the gender disaggregation of indicators and data discussed in the preceding paragraph did not take place because none of the SOs and IRs that ultimately were developed even mentioned gender. This is the case even for the new SO about food security (SO 5). Given African women's prominence as farmers in general, and producers of food crops in particular (Saito and Weidemann's influential 1990 World Bank publication credits African female farmers with growing up to 80 percent of locally grown food), it seems absolutely essential to consider gender and, specifically, women farmers, in any statement about a food security SO. The Strategic Plan initially does this: gender is sensitively analyzed in the third paragraph of the five paragraphs of the SO Problem Statement and merits reading in full:

Gender is a critical dimension of food security. Women throughout Africa play a dominant role as farmers, agricultural workers, care-givers for both children and people living with HIV/AIDS, and as natural resource managers. New studies indicate that household food security depends not only on the income, but also on who earns that income. When women control their income there is a direct contribution and improvement to household food security and child nutrition. Given these critical gender dimensions, regional food security strategies must ensure positive impacts of new technologies on women as well as rectify women's limited access to policy and decision-making forums. Empowering women to participate meaningfully in regional affairs is a key step and the level at which this SO will focus (Strategic Plan 2000:45).

Indeed, at first it appears that gender will be dealt with: the very first statement of indicators for SO5 (Enhanced African Capacity to Achieve Regional Food Security) includes five indicators, and the fifth one is “Gender concerns incorporated into programs and policies of selected partners” (Strategic Plan 2000:48). Unfortunately, there is no mention of this gender indicator in the formal statement of the SO, IRs and sub-IRs contained in subsequent sections of the document.

But that is the pattern: In the formal and terse Agency-mandated reporting, gender tends to fall between the cracks. A similar fate occurs with the preliminary gender indicator for IR 6.1 of the conflict resolution SO (African Conflict Management Organizations Strengthened). The indicator, “Gender concerns incorporated into programs and policies of selected partners,” appears on p. 61, but is absent in the formally stated sub-IRs for 6.1 (see the chart on p. 60).

B. GENDER ANALYSIS OF THE LATEST REDSO/ESA R4

In preview, the pattern of gender being mentioned only minimally in required Agency reporting is clearly revealed in an analysis of REDSO’s latest Results Review and Resource Request (R4), issued on December 4, 2001 (i.e., the first R4 following the adoption of the new Strategic Plan).

The R4 document has strict page limits: There are only some 40 pages of text that encompass not only the “Overview Factors Affecting Program Performance,” but also the full texts and discussion of six SOs (including the current three, SO5 on enhanced food security, SO6 on enhanced capacity to manage conflict, and SO7 on enhanced capacity to improve health systems (with special emphasis on HIV/AIDS)). Here, one looks in vain for even a single meaty gender analysis of the sort quoted above for the Strategic Plan.

Unlike the Strategic Plan, there is not a single paragraph of text devoted to gender analysis in the R4. There are a total of nine references to gender and/or women in the document, but these are basically phrases mentioned in passing. The following are examples:

- *P. 15 mentions: “Services are also rendered in crosscutting areas such as gender issues, monitoring, evaluations and impact assessment.”*
- *P. 22 contains the only gender disaggregation of a people-level indicator in the R4: “The Uganda National Seed Potato Producers Association (UNSPPA) was created in 1997 with 10 members with the assistance of the potato network and now has 25 seed growers (nine women).” In contrast, there is no gender disaggregation of the participants sent to various health-related trainings, workshops, etc. that are summarized on p. 31.*
- *P. 23 provides the only full paragraph on women in the document, but it is purely descriptive and contains no gender analysis: “The Eastern Africa Sub-Regional Support Initiative for the Advancement of Women (EASSI) is a non-governmental organization dedicated to tracking the progress of member countries in meeting commitments made at the...Beijing Conference in 1995. REDSO/ESA’s institution building and program support resulted in EASSI being named by the United Nation’s Economic Commission for Africa as the official organization reporting on Eastern Africa’s progress on advancing the status of women at the June 2000 Beijing +5*

meetings. EASSI lobbies both member states as well as inter-governmental organizations to improve the status of women in the region.”

- *The remaining references are fleeting phrases; most concern women having been found to be good at conflict management and resolution. And there is one phrase on p. 51 – the sole mention for the health SO, in fact – in a sentence calling for the identification of better practices from the region. Here gender is in a parenthesis: “(including gender differentiated approaches).”*

The recently approved Performance Monitoring Plan (PMP) completes the story of the squeezing out of gender – but now as a by-product of the fact that the current set of PMP indicators are not at the people level. Below, the possibility is raised of revisiting the PMP to attempt to change this state of affairs.

Meanwhile, summarizing the document analysis, the sparse attention to gender in the first R4 after the inauguration of the Strategic Plan indicates that strict page limits and a final formulation of the SOs and IRs that fail to mention gender combine to give it short shrift. Given the appreciable level of gender expertise and commitment the team found among key REDSO staff, it hoped that despite the “squeeze” on gender in the formal reporting indicators and documents, the fieldwork would reveal more going on than was found in the paper trail. In preview, that proved to be the case, but attention to gender varied widely, was linked to individuals and not institutional dictates, and was often weak.

4.0 BEYOND USAID’S PAPER TRAIL: FIELDWORK FINDINGS

4.1 OVERVIEW

Since the 1995 Beijing Platform for Action, the main buzzwords about gender and development have been “gender mainstreaming.” This is true of not only USAID since about 1995 but for all the other major donors as well. But gender mainstreaming is impossible without two prerequisites: 1) sex-disaggregated data; and 2) gender analysis.

In other words, the first requirement is that all people-level data be broken down by male and female (in fact, this has been a USAID requirement for more than a decade, even though it is often not done). The second is that a gender analysis is carried out. A gender analysis looks at the extant situation, opportunities and constraints for both genders in order to assess how a given activity, policy, etc. will differentially affect particular groups of males and females. It also may be used to ascertain that programs will be appropriately and equitably targeted with respect to gender. And it really is about gender, NOT just women.²

So it is fair to ask to what extent REDSO’s partners are disaggregating data by sex, and to what extent they are carrying out gender analyses. It is also fair to ask to what extent REDSO staff encourages them to do gender disaggregation and gender analysis. The team did ask these questions, as a key part of the gender impact assessment. It should be noted, though, that all the fieldwork focused on REDSO’s regional implementation activities, rather than on its core service activities or on its management of non-presence country programs. More importantly, it also should be kept in mind that most of the activities assessed by team members in the field pre-dated the current Strategic Plan and the first R4. Thus, the two halves of the analysis, the paper trail and the fieldwork findings, are not quite “on the same page.” But gender has been a required consideration in USAID – and REDSO – activities for many years before the adoption of the current Strategic Plan. Therefore, the two types of analysis together provide a more comprehensive portrait of the state of mission gender responsiveness, from basic disaggregation of data by sex to full gender mainstreaming.

As the results presented below make clear, few partners disaggregated data by sex and any sort of gender analysis was rare. There were instances where partners stated that someone from REDSO did press them to disaggregate all their people-level indicators, but these were the exceptions. They show that in the absence of clearly institutionalized procedures vis-à-vis institutionalizing gender, the process devolves to the individuals involved in a given initiative.

The field interviews revealed a wide range in knowledge about gender among REDSO, partner and sub-partner staff. The results below also make clear that most of the people interviewed knew that it was important to take gender into account and really wanted to do so – but that few of them knew just how to go about it. Indeed, team members repeatedly were asked where the partner organizations could obtain training in both gender disaggregation and gender analysis.

² See Appendix F for a fieldwork example which makes it clear that gender also means men.

- At the lowest level of knowledge, the team learned that people wrongly took gender to mean women. This was most common with health-related partners, who felt that since their clientele was mostly female, of course they were taking gender into account.
- At the highest level of knowledge, section 4.2 below describes an “accidental,” or bonus, gender analysis. What happened is that a technician, who recently had received gender training, on her own initiative had added a gender analysis to a Kenyan research project on high-Vitamin A sweetpotatoes. (The study’s Scope of Work had ignored gender.)

The first empirical results to be presented below are the findings for the Economic Growth/Food Security sector. There are three reasons for this. The first reason is that of the three sectors the team was tasked to assess, it was in Economic Growth/Food Security where the biggest discrepancies were found as to the extent to which gender was taken into account. The second reason is that, in a region where women raise up to 80 percent (and, in some places, 90 percent) of locally grown food crops, it is obvious that ignoring the gender composition of client groups can lead to reduced success or even outright failure of development initiatives. In fact, this second reason is explicitly recognized in REDSO/ESA’s Strategic Plan, as the quote on food security makes clear (see REDSO 2000:45): Gender is recognized as a critical dimension of food security and women’s control of income is cited as particularly important. The third reason is that relative control of income by men vs. women has been found to be (a) the single most important variable in accounting for the level of gender equality/inequality in a given group, and (b) of profound importance for children’s human capital formation and well-being, since income under female control tends to be spent more single-mindedly on children’s nutrition, education and health (for both of these propositions, data can be found in Blumberg 1984, 1988, 1989a, 1989b, 1991, 1993, 2001; see also Appendix E.).

4.2 ECONOMIC GROWTH/FOOD SECURITY

Given REDSO’s recognition of the importance of women in food security and, more generally, the control of income by gender in any economic growth initiative, the team initially hoped to find that partners were routinely disaggregating data by gender and, ideally, carrying out gender analyses, with some encouragement from REDSO staff. The empirical reality proved less rosy than this, but in general was not weak.

A. ASARECA AND ITS PARTNERS: TWO CONTRASTING GENDER STORIES

ASARECA is one of REDSO’s regional implementation partners. It groups together, in a single network, both the international agricultural research centers (members of CGIAR, the Consultative Group for International Agricultural Research) and the national agricultural research entities that operate in the region. REDSO is attempting to promote ASARECA’s organizational strengthening. In point of fact, however, REDSO has no official power to compel any of ASARECA’s network affiliates to increase resources and attention devoted to gender. Nor does ASARECA have this power. But quite recently, IDRC awarded a grant of \$490,000 (Canadian) for gender analyses. ASARECA has decided that the money will be allocated among its partners via a competitive process whereby those wanting some of the funds will have to submit a proposal.

With the award of this grant, ASARECA finally has funds to help affiliates that want to pay attention to gender. Its grants are to assist in the integration of gender into agricultural research including the gender disaggregation of data, gender analyses, etc. This is a significant step forward.

Getting some of this funding could make a difference, as the following two contrasting stories indicate. The first discusses what is arguably the biggest success encountered in the REDSO Economic Growth/Food Security sector – the remarkable tale of a woman cassava scientist who believed in participatory development and the mostly women villagers who helped her create an exceptionally promising new variety of mosaic-resistant cassava named for their village. The second story details how one woman researcher added a gender analysis to a study whose Scope of Work didn't call for one. That bonus gender analysis revealed potentially fatal flaws in the Kenya program of a five-country sweetpotato effort aimed at producing a new high-beta carotene/Vitamin A variety, as well as the appropriate technology to transform it into flour.

i) How IITA's Vvomba mosaic-resistant cassava variety was developed – a gender success story with a twist

The mosaic virus spread to East Africa at the end of the 1980s, depressing yields and lowering food security in its wake. Since then, IITA (the International Institute of Tropical Agriculture) has been trying to develop mosaic-resistant varieties that would be otherwise acceptable to the hard-hit cassava growers.

But few of their scientists have actively worked with the clients in a truly participatory manner. As a result, many of their varieties have remained “on the shelf,” even though they are mosaic resistant. Here is a dramatic exception, with a strong gender angle (it should be noted that this initiative began before the present Strategic Plan was adopted):

Dr. Goreti Ssemakula is a cassava breeder working in the Namulonge Agricultural and Animal Production Research Institute in Uganda. Her Director of Research also happens to be a woman--and she was very open to Dr. Ssemakula's methodology of going to the clients to jointly develop a cassava variety that people would want to plant, because it would not only be mosaic-resistant, but also would embody all the traits they most valued in cassava.

In 1998, Dr. Ssemakula began working with the leaders of a new cassava group founded in 1997 by five women and one man in the nearby village of Vvomba. The villagers were eager to work with her, since mosaic had killed the cassava and brought famine. She found out that the two traits that they valued most highly in cassava (over and above mosaic resistance, of course) were (1) taste and (2) ease/speed of cooking. Other, more technical considerations, such as the amount of dry matter content, the preferred distance between nodes, and the preferred branching or canopy traits of the plant, also were named by group members. But these were secondary to the “appetizing and easy”

criteria: Taste (sweet, not bitter), color (white), texture (not hard; easy to peel) and cooking (fast).

Working with the initially mostly female group, Dr. Ssemakula came up with variations that the group members planted, tended and “massaged.” Soon a new variety began to emerge, with characteristics almost too good to be true: Its taste and cooking characteristics were as good as the old, lamented variety that was succumbing to mosaic. And this new variety was so mosaic-resistant that it was not infected even when the villagers planted it in the same plots as sick, already virus-ridden cassava. As a further bonus, the variety was not “woody,” and had abundant nodes at the preferred distance apart and canopy size that was “just right” for intercropping – not too bushy, not too scrawny – as well as the medium length and straight shaped tubers that the villagers found most convenient for stacking and marketing. On top of everything, this variety proved easy to slice and fry, made lovely white flour, and had a taste highly appealing to children.

Miraculously, the new variety also proved to have much higher yields (as much as 400 percent higher) than the villagers' traditional variety. They – and IITA

– proudly named it “Vvomba” after their village. Their organization’s membership swelled to 300, with the percent of men rising steadily from 17 to 43% as the new cassava’s moneymaking potential became known. So far, however, women still run the group: 9 of the 12 zonal leaders are female and most central offices, including the presidency, remain in female hands.

The group members give away planting materials to neighbors, friends and relatives but they sell them to everyone else. This has produced an impressive new income source for the group members, over and above the sale of the tubers.

In fact, many group members and their families are building new houses with the extra proceeds of the new variety (i.e., they are using the returns not only from the much higher yields of tubers but also from selling planting materials, a totally new source of income).

There is only one fly in the ointment, as far as the women members are concerned. While they are appreciative of the enhanced household standard of living and the new houses, they noted that it is their husbands who sell the cassava and keep the money. The women sell a little fried cassava and

their husbands don’t begrudge them this small amount of income, given the men’s high return from the cassava tubers and planting materials.

But what the women want is to capture more of that income for themselves. Given all their labor in farming the cassava, they want to be able to pay for their children’s school expenses and not be dependent on their husbands economically. They felt that with more income, they would have more ability to promote their children’s welfare directly, as well as influence their husbands’ decisions on such matters.

However, the kinship and land inheritance systems in the area are patri-oriented, and it is men who market the crops and control the resulting income. So the women in the focus group suggested the possibility of obtaining a processing machine that would be owned by the women as a group. The machine would enable them to produce cassava flour, i.e., a value-added product. The group would have a master bank account, giving the women assured control of any resulting income. Since the men were profiting from the sale of the tubers and planting materials, the focus group women didn’t think that the husbands would object to their wives turning some of the cassava into flour and into their own profits.

In sum, there is no question about the success of this participatory model that resulted in such a “gold star” new variety of cassava. First, this success contrasts with the fate of too many varieties developed by scientists who never interact with the farmers they are supposed to be helping. Second, the participatory process led to an emphasis on two characteristics that were probably very unlikely to be thought of by the typical (male) agricultural researcher: Taste and ease/speed of cooking (that also saves on firewood – which is generally gathered by women and children). Third, the new variety proved to be a resounding success with respect to mosaic resistance, yields, and saleable planting materials. Fourth, it provided so much extra income that group members’ families were constructing houses as well as helping to ensure their children’s school attendance.

But the women’s complaints indicate that the project is not as wholly successful as it could be. The processing machinery would greatly enhance the villagers’ return on the new variety – they and not distant urban entrepreneurs would capture the value added. Women wanted that extra processing income in order to be better able to promote their primary priority: their children’s education and general welfare. The research and theory discussed in 5.7 below, however, indicates that the women would also gain more clout for themselves over other issues just as important for their country’s development, including (a) the adoption of safe sex practices that reduced HIV/AIDS sero-prevalence and (b) control of fertility. With respect to (b), the data in Table 3, above, show that Uganda, where Vvomba is located, has the highest total fertility rate (7.1 children per woman) of the four countries visited. This is a level of fertility that drains most of the benefits of increased economic growth. As it happens, though, where women, through enhanced economic power, gain greater say in their own fertility, they overwhelmingly use their new leverage to reduce it. So taking the Vvomba project the extra step to assure equitable

benefits for the women farmers as well as for their husbands could multiply the development effectiveness of this success.

Instead, what is happening is that more and more men are joining the group and, except in female-headed households, it is men who sell the tubers and planting materials – and control the proceeds.³ So except for a little income from frying and selling small amounts of cassava, women's benefits remained indirect, despite their heavy and direct labor contributions.

Little wonder that they wanted their own piece of the action. They even suggested a way that would be culturally acceptable and yet assure them some income under own control: obtaining a processing machine to produce flour. At present, however, there is no provision in IITA's protocols, and there is no money at Namulonge that could be used for this purpose.

Nor is it likely that the average microfinance program could help the women. The head of microfinance at the Centenary Rural Development Bank in Kampala was interviewed on precisely this topic. No "best practices" microfinance organization would undertake such a group loan, he explained, since there is no way of assuring accountability. Perhaps, he speculated, it could be linked to a project offering agricultural credit to women...

Given the new availability of funds for gender, there is a need for some creative thinking by REDSO, ASARECA and their various partners. Until then, this will remain a wonderful cassava success story, but less than a resounding gender success story, and, accordingly, less of a development success story than it might have been.

ii) How PRAPACE's "bonus gender analysis" revealed gender problems that could hurt women and hinder its efforts to disseminate high-Vitamin A sweetpotato flour

Vitamin A deficiency is a serious health problem hitting hardest at poor children in eastern, central and southern Africa. Accordingly, PRAPACE has been promoting new varieties high in beta carotene/Vitamin A in a five-country project. Research was carried out to measure progress in all five, but, it just so happened that one of the Kenya researchers was a woman post-harvest technician who had recently received some training in gender. She used her training to examine gender differences in how the project affected men and women – and how those male-female differences could affect the project's success or failure. None of the other country studies looked at gender, since it was not included in the research Scope of Work.

Several publications resulted from this Kenya research, but many of the "gender surprises" were dropped in the later papers in the series. Accordingly, the present summary relies mainly on the interview conducted as part of the current study and the first draft report, written for PRAPACE by the Kenya Agriculture Research Institute (KARI)/National Potato Research Center at Tigoni. The draft is entitled, "Sweetpotato Processing for Improved Vitamin A Intake: Gender

³ The rising involvement of men in what has traditionally been a woman's crop has been encountered elsewhere in Africa where cassava's commercial importance and profitability have risen. See, for example, Felix Nweke and Anselm Enete's 1999 study, "Gender Surprises in Food Production, Processing and Marketing with Emphasis on Cassava in Africa" (Ibadan, Nigeria: IITA/Collaborative Study of Cassava in Africa, Working Paper No. 19). But there was a split: in West Africa (Nigeria) women were able to keep control of marketing the cassava, thereby retaining much of the profits; in East Africa, these went to men.

Implications and Potential for Sustainable Technology Adoption in Karemo Division, Siaya District Western Kenya” (no date):

The research was an ex-ante evaluation of four “women groups (100 farmers – including men)” that had been provided with four improved varieties of sweetpotato, nutrition education and processing technology. They found that women managed more than 80 percent of small sweetpotato plots and, before the new varieties were introduced, they used the harvest both for food and as a source of income under their control. But that control was precarious: except for the 28.9 percent of female-headed households, all land was under the control of men.

The new varieties had markedly better yields than existing popular varieties (18-30 t/ha. vs. 5-10 t/ha.). Women said that they were able to market sweetpotato as long as it was in small quantities. But:

Where large quantities are involved males sometimes assisted in transporting to markets. If these were the husbands, then most women claimed to lose control over the money from sales [even though] almost all sweetpotato production and post-harvest activities are done by women and children (p. 4).

There also were considerable differences in male and female preferences with respect to the different varieties. Men selected the new varieties for market value and preferred varieties with large roots (tuber size) and high dry matter; women also liked large/high dry

matter roots, both for marketing and for making flour. But in addition, the women liked the orange, sweet, high beta carotene varieties that children – both boys and girls – enjoyed as a weaning food. The women particularly appreciated that these varieties needed less fuel and time to prepare.

The draft report also discreetly hints at a gender-linked appropriate technology debacle; the Assistant to the Coordinator supplied the whole story. Machinery had been designed to permit processing the high beta carotene varieties into flour. Apparently the technicians who designed the machines were rather tall men. None of the men in the study complained about any of the machinery but the women found that to use the slicer (the first machine) they had to stand – and in a very awkward, tiring position. Worse yet, the next machine, the drum washer, required copious amounts of water. Unfortunately, he said, this was an area where women had to carry all water used for household needs. Thus, supplying enough water for the washers would have enormously increased their workload. And although the women would have all the work to make the flour, they ran the added danger that if it proved lucrative, the men might take over the proceeds.

Not surprisingly, the report notes, “there is insignificant sweetpotato processing.”

Thus, if a major objective was to get high beta carotene flour into the diets of the population, the research revealed the project to be on the verge of two kinds of gender-linked trouble. On the one hand, the gender-blind machinery design resulted in equipment that women could not use, and hence almost no processing ensued. On the other hand, no precautions were taken in introducing the more lucrative new varieties to prevent women from losing control of the proceeds of all their labor: Women complained about men taking over marketing and the resulting income once sales increased but there is no indication that their concerns were taken into account. If income under women’s control were decreased rather than increased because of this, the final result could have been worse nutrition for their children, no matter how much Vitamin A the new variety contained. This is because children’s nutrition is much more closely linked to food and income under the mother’s control than the father’s (see, e.g., Engle 1995; Quisumbing and Maluccio 1999).

What is most remarkable is that there seems to have been no follow-up to these revelations. No gender analysis was added to the research in the other four countries, to see if these problems extended beyond the Kenya site. Nor was there any apparent attempt to make the technology truly appropriate for the women and children who, in accordance with the local gender division

of labor, would have undertaken the flour processing. It was only the fact that the IDRC grant for gender had just come through that gave PRAPACE the idea of submitting a proposal to look into these issues in all the research sites. And for that the assistant to the director asked for help from a gender specialist. Unless such assistance is granted, the research undertaken, and the projects (which still have about four years left to run) modified to take these gender issues into account, there does not seem to be a high probability that the objectives about disseminating high Vitamin A flour and improving children's nutrition will be achieved.

B. OAU/IBAR — THE DISCOVERY OF WOMEN'S IMPORTANCE IN VETERINARY HEALTH AND ITS AFTERMATH

The OAU/IBAR story was elicited in Nairobi, both from REDSO and OAU/IBAR sources. First, it should be noted that OAU/IBAR is another of REDSO's regional partners. The geographic focus of the vignette is the same general geographic area of northern Kenya and neighboring regions of Somalia and Sudan as that discussed below in the PACT/MWENGO-WASDA vignette. It also should be noted that gender relations among the local pastoral/cattle raiding and frequently fighting ethnic groups in this area may be among the most patriarchal in the world.

This makes for a challenge; it also makes for some overlap between Economic Growth/Food Security and Democracy and Governance/Conflict interests. For example, REDSO people involved in the former can tell partners and clients that animal services assistance has a prerequisite: peace. Indeed, the management of the OAU/IBAR program, which is aimed at providing much-demanded community-based animal health services, has found that the program must promote conflict resolution, if it is to function.

According to OAU/IBAR, about five years ago they realized that they were, in fact, dealing almost exclusively with men and that there might be advantages to promoting greater involvement by women. What happened is as follows: The OAU/IBAR team, then all-male, dealt with all-male elders, who appointed 95 percent men for animal health training and community positions. It gradually dawned on the team members that the five percent of women were outperforming the men: They were very committed, conscientious and honest. In particular, they didn't abuse the monies from the animal health drugs that they dispensed and didn't hand out the drugs to their cronies, as so many of the men trained as animal health workers did.

So the team made a conscious decision to change their practices to try to get more women selected for training. Toward that end, they commissioned two research studies by a woman veterinarian and gender specialist. Both reports turned out to be first rate. The first, "Gender, Equity and Animal Health: Promoting Gender Equity to Improve the Delivery of Animal Health Care Services in Pastoral Communities, North Eastern Province, Kenya," was put out by OAU/IBAR in October 2000.

In that report, she documented the role of these ethnically Somali pastoral women in generating income from milking and the sale of milk and ghee, the importance of which has been rising:

Milk is a major source of income, used to purchase such household essentials as sugar, tealeaves, condiments, cloth and millet. Proceeds from milk sales are also used to pay school fees for children and to purchase veterinary drugs (Amuguni 2000:5).

She also documented that these women's constant interaction with animals (they carry out a wide range of activities, barring only taking responsibility for herd management and doing the actual slaughtering in butchery/skinning/processing) gives them a knowledge base of diseases and animal management that remained largely untapped. And she found that female household heads (a numerous group) had been excluded from animal health activities, such as field days, vaccination campaigns and drug user association meetings.

Dr. Amuguni recommended training women as well as men, and also offering them a way to benefit from being community-based animal health workers. For example, she suggested that if brought on board, women should be able to keep some of the monies from drugs they sold, rather than being expected to work as volunteers, while men were offered financial incentives. She also found that women tended to be more involved in and better at business (with most shops in the nearby town run by women), as well as more honest.

Her second study was carried out in the West Pokot and Turkana Districts in northwest Kenya – marginal, frequently arid lands of often extreme temperatures, where livestock account for the bulk of the livelihood. As in the case of the first study, that of the ethnic Somalis on both sides of the Kenyan border, the “common wisdom” that men were the mainstays of the pastoral division of labor was shown to be wrong: Women proved to have major roles in livestock management, as well as in the control of milking/milk distribution. It was the women who “care for young stock of all species, care for sick animals and treat them with traditional medicines” (Amuguni 2001:5). So once again, an animal health project that ignored the women would be less successful than one that did not. She concluded with a series of excellent recommendations, urging the collection of gender-disaggregated data, training of NGO staff in gender awareness and analysis, involving women in planning meetings, encouraging the selection – and compensation – of women as Community Animal Health Workers, and modifying the training times and locations to accommodate them.

Her work led directly to the hiring of two women veterinarians and a woman communications expert by OAU/IBAR. In fact, the first woman veterinarian was hired two months after Dr. Amuguni's second report was issued in March 2001, with the other two women hired in the ensuing months.

The first-hired woman veterinarian noted that most of the consultant's recommendations have not been implemented. At this time, rather than training community animal health workers (which could include more women), the project now works with NGOs, both international and national, in nine countries. And the pioneer female veterinarian now serves as a gender advisor to these NGOs, in addition to carrying out the normal duties of a veterinary field officer.

In short, three women have been hired but gender has not been elevated into a high enough priority for the other recommendations to be implemented. In particular, the advisor to the community-based animal health project claimed that he didn't know where to send his staff for gender training that would be linked to animal husbandry and veterinary issues. The team suggested hiring the same consultant to come and train the staff – at much lower cost than sending them abroad for training.

The OAU/IBAR project keeps finding additional instances where incorporating women enhanced success. A final example is relevant in this regard: lessons learned from the 1999-2001 emergency response to the drought decimating the pastoral sector in Kenya:

During the course of massive interventions (buying starving animals, distributing meat, etc.), they found that there were women's groups in the drought region that wanted to market goats but lacked the capital. So the project gave small amounts of money to the women's groups. The women's groups paid back from the first cycle, and thereafter continued goat buying and selling on their own, i.e., they had become self-sustaining, vs.

the aid-dependence found elsewhere (among men) in the emergency relief project (see Aklilu and Wekesa 2001).

To conclude, the staff members of the OAU/IBAR unit are proud of having discovered, on their own, that they needed to pay attention to gender, in order to improve their projects. Specifically, they learned that the minuscule proportion of women who, by happenstance, became involved in project activities, outperformed their male counterparts. So now OAU/IBAR has taken the first steps toward what might ultimately become an example of gender mainstreaming. This also fits in with recent REDSO support for OAU/IBAR workshops that have led to women's peace initiatives and role in conflict mediation.

Indeed, one of the main "best practices" revealed in the MSI study undertaken for the conflict SO is, in fact, working with women for conflict mediation and resolution: they turned out to be remarkably good at it. Increasing women's control over income by giving them an equitable share of the animal health revenues would further enhance their ability to promote conflict resolution.

This presents another example of the potential effectiveness of a cross-sector strategy focusing on enhanced economic clout for women as a "multiplier" for the impact of initiatives in non-economic sectors, such as Democracy and Governance/Conflict and Health/HIV/AIDS.

c. EASSI: MOVING BEYOND POST-BEIJING PROGRESS MONITORING

The final case study involved EASSI, the Eastern Africa Support Initiative for the Advancement of Women, a REDSO food security partner headquartered in Kampala, Uganda. Women's organizations were found to be important partners in many development initiatives that the team studied in the bilateral missions. In the case of REDSO, however, there are fewer candidate organizations that work at the regional level. EASSI was born to monitor compliance with the Beijing Platform for Action. The fieldwork revealed that it continues to do this but that, in addition, it has expanded its role and evolved considerably as an organization.

It has adopted new vision and mission statements that open the door to a broader role:

Vision: a transforming society where women and men realize their full potential through the enhancement of gender equality, advancement of women, and social justice within Eastern Africa and beyond.

Mission: EASSI is established to facilitate follow-up of the implementation of the Platforms for Action within the Eastern African Sub-region. Our mission is to enhance gender equality and social justice through networking, research, capacity building and advocacy. We are committed to the promotion of partnerships and collective action among national and regional key actors working towards the realization of the goals of the African and Global Platforms for Action (EASSI 2001:2).

In short, EASSI now has activities in: (a) networking; (b) research; (c) capacity building; and (d) advocacy. But it views advocacy as its primary focus during the period 2001-2004, and has decided to focus on four "critical areas," in which it has identified four "priority issues" (see Table 4).

TABLE 4
EASSI's Critical Areas and Related Priority Issues

<u>Critical area</u>	<u>Priority issue</u>
Women and poverty	Women and land
Women in power and decision-making	Participation of women in politics at national and local levels
Women and the economy	Gender budgeting
Women and armed conflict	Conflict resolution and peace

Source: EASSI 2001:8

EASSI's work in the first area, land rights for women, is a case in which it deliberately has chosen to work on the issue that it deems most important rather than the most easily achievable victory. EASSI leadership feels very keenly that the lack of land for rural women is at the heart of most of their other problems. So it has attacked the issue with vigor – albeit with little short-term chance of success. This is because the patri-oriented kinship and inheritance systems that are so prevalent in the region still tend to cut women out of land inheritance and men frequently have proven to be quite resistant to changing these arrangements. This issue however, has helped EASSI to mobilize its focal point groups in all eight member countries. In addition the issue of land rights for women also has been sufficiently controversial to get media coverage.

As laid out in the current Strategic Plan, institutional strengthening is a key component of REDSO's strategy. Its PIVA efforts involve ranking its partners in terms of organizational development, identifying, from the outset, whether an organization is nascent, emerging, expanding or mature. This will enable REDSO to chart the evolution and strengthening of any partner organization during the life of the partnership.

The assessment team also saw the need to chart an organization's ability to deal with gender within all of its programs. Toward this end, REDSO could adopt a ranking scale of 1-5, extending, for example, from (1) gender blind, through (2) gender aware, (3) gender knowledgeable, and (4) gender incorporated, to (5) gender equal. Below, the possibility of using EASSI to help other REDSO partners enhance their ability to deal with gender – and thereby raise their suggested "gender PIVA scores" – is discussed.

4.3 DEMOCRACY AND GOVERNANCE/CONFLICT

A relevant case from Kenya involves PACT, its local partner, MWENGO, and a sub-partner from the conflict-ridden northern border region of Kenya, WASDA. PACT is an INGO working with REDSO on, inter alia, the Institutional Strengthening Grant Management (ISGM) initiative.

A. PACT/MWENGO AND ITS WASDA SUB-PARTNER

In the key informant interview with PACT managers, the main topic of discussion was the ISGM (Institutional Strengthening Grant Management) program--PACT's biggest. The bad news is

that whereas the ISGM made a number of grants to women's organizations in the first round, this emphasis dropped out by the second round. And they didn't really catch it, because they were operating under the mistaken impression that they were disaggregating EVERYTHING by gender – in fact, the gender-knowledgeable and sensitive PACT Country Director assured the team that this was the case.

Just to be sure, in accordance with the rapid appraisal's principle of "triangulating" all key information by gathering two separate sources of data, it was decided to cross-check. So while in the PACT office, the team reviewed every one of PACT's recent reports.

It turned out that not a single one of those documents disaggregated people-level data by gender. The team persisted, however, and found that the PACT computer intern was, indeed, entering gender-disaggregated data for people-level indicators (e.g., attendees at a training). But then nothing further was done with the information. In fact, the intern stated, he had never been asked to include gender disaggregation in any of the analyses requested for PACT/MWENGO reports. Several other key informants in the PACT office also confirmed that no one from USAID had ever requested such gender disaggregation of data either.

But the team found that PACT did push at least one of its own partners to incorporate a gender focus and sex-disaggregated data. It was good luck for the team that the Chairman of WASDA (the Wajir South Development Association) happened to be visiting the PACT offices during the team visit, and graciously agreed to join the meeting. Otherwise, the team might not have heard about a gender success for which both PACT/MWENGO and WASDA can take credit.

WASDA is a second round grantee, and works on both the Kenyan and Somali sides of the border. Urged by PACT, WASDA staff tried to persuade the male elders to let women participate in training for community animal health workers. The elders pointed out that WASDA wanted them to send women but had no women on its own staff. Spurred by this, WASDA now has 3 women among its 23 staff. And for the two groups on the Kenyan side of the border, the most recent figures show 50-50 male/female participation in animal health activities.

Moreover, the WASDA Chairman explained, it was PACT that pushed them to break down their figures on trainees by sex.⁴ Once WASDA began sex breakdowns, the staff became more gender-aware. They realized that dealing with women as well as men could be advantageous: It could make their efforts better targeted and, ultimately, more successful. In essence, once (gently) pushed down the gender path by PACT/MWENGO, WASDA became aware that women frequently played a key role in animal health, especially in the recent era of almost continuous conflict. The Chairman said that they now know that women, in fact, play a crucial role in the family's economic life: "The man is like the lion: he is there for protection, but it is the lioness that hunts."

Now WASDA's goal is a 50-50 gender balance for the pastoral associations that they are setting up, although they can't push the male elders too far too fast, he noted. The PACT Country Director stressed that the Wajir area is one of the world's most patriarchal. This makes WASDA's accomplishments (with guidance from PACT) more impressive: They may not

⁴ At this point, however, PACT's Country Director cautioned that it is difficult to consistently get gender disaggregated data – or any kind of data, in fact – from partners with little prior experience in writing reports.

transform gender relations in these pastoral and male-dominated societies, but they help provide a small entry for women into their group's public space, where they are able to play a role in both food security/animal health and conflict resolution. This provides another possible point of entry to a "dual-focus strategy" aimed at enhancing both women's economic power and peacemaking role.

4.4 HEALTH/HIV/AIDS

One commonality that emerged in several countries during the team's research was the fact that health/HIV/AIDS organizations were the most likely to proclaim that of course they were dealing with gender – after all, most of their clients were women. Fortunately, that was not the case with the only REDSO regional health partner studied as part of the gender impact assessment. Quite to the contrary, the top managers of the Kampala-based health training program discussed below all gave credit to REDSO staff for pushing them to (1) disaggregate lists of trainees by sex, as well as (2) change their basic training from a gender blind approach to one dealing with gender at various points in the curriculum.

A. REGIONAL HEALTH CARE QUALITY PROGRAM: DISAGGREGATING GENDER WITH A LITTLE PUSH FROM THEIR FRIENDS

The Regional Centre for Quality of Health Care (RCQHC), based at Kampala's Makerere University, is definitely in the "gender-responsive" category. This seems to be a case involving "a little push from their friends" at REDSO, especially with respect to disaggregation of statistics by sex.

Interviews with top people in the program revealed that they have just expanded their focus to all of Africa, even though REDSO supports only their ESA activities. They (a) run training courses for health management, (b) document and disseminate best practices on quality health care, (c) promote networking, (d) organize forums (including South-South exchange visits), and (e) provide technical assistance to governments, NGOs and universities.

The RCQHC is divided into distinct health areas, including reproductive health, HIV/AIDS, malaria, TB, child health and nutrition. But in all of these areas, gender is one of three cross-cutting issues (the other two are behavior change and communication).

The managers interviewed claimed that the project is too new to have any impact results (the first activities began in 1999 – i.e., prior to the formulation of the present Strategic Plan – and the RCQHC became a legal entity in 2000). But lack of gender awareness emerged as an issue in an initial participatory assessment they did of their work. So now they have decided to add gender training to every one of their short courses, including post-graduate courses. This gender training will start in 2002 with a focus on gender and reproductive health. It will be under the direction of the Maternal and Neonatal Health Advisor, who has had gender training.

Their original "Performance Improvement Framework" – the basis of their quality-of-health-care focus – did NOT include gender. But now – at the urging of their REDSO counterparts – they are adding it to their instruction on "institutional context," "community perspectives" and "selected interventions." Since most of their short courses use this framework, adding gender to

these units should, in theory, automatically introduce the issue into the major part of their training aimed at the different health areas (e.g., malaria, HIV/AIDS, TB, etc.).

Meanwhile, they DO disaggregate all their statistics on course attendees/trainees by sex. Indeed, they claimed, “most of our efforts on gender have been triggered by REDSO.” REDSO PHN has sent people from Washington to talk with them, they noted. Additionally, they participated in a REDSO PIVA exercise, and gender “came up quite strongly.” The managers also specifically praised the head of REDSO PHN for explaining to them just how to incorporate gender into their activities. They further credited her with urging them to include gender as an indicator in their partially formulated Performance Monitoring Plan (which, itself, also was urged on them by REDSO).

5.0 LESSONS LEARNED

Before presenting lessons learned, it is useful to provide some background.

- i. Some of the reasons that attention to gender in general, and sex-disaggregation of data in particular, were so uneven seem to be traceable to USAID's institutional procedures and reporting requirements. These have changed since re-engineering in ways that can be seen as marginalizing attention to gender.
- ii. This problem is exacerbated by the facts that the Agency has lost so much in the way of budget and personnel in recent years, while having to cope with the new and frequently more burdensome work accompanying re-engineering. There are so few people and so little time and resources, that if something is not absolutely required, it is not likely to be done, even if people know that they really "should."
- iii. Most people know that they really "should" take gender into account. In fact, they are committed to the notion that development is more successful and sustainable if women, as well as men, are equitably included. The problem lies in the details.
- iv. The Agency no longer routinely develops and disseminates gender analysis tools, nor does it routinely provide gender training of mission and partner staff. There are whole cohorts of both mission and partner personnel who don't have any technical knowledge about gender, even if they have some idea that it could be important for the success of their work. Thus, partners, although well aware of the need to identify gender impact, rarely do so. And if they do, they rarely or never report this information to REDSO.
- v. Exceptions to the above occurred in two main types of situations: (a) Where individuals in the partner organization realized the importance of disaggregating data by sex and/or gender-differentiated targeting, and (b) where individuals in REDSO pushed partner organizations to, at minimum, disaggregate all people-level indicators by sex.
- vi. Instances of paying attention to gender/disaggregating data by gender emerged because of the initiatives of individuals, NOT as a result of the institutionalized procedures of their organizations. And in this study, such individuals proved to be relatively rare.
- vii. REDSO/ESA, as a mission, is hard-pressed to institute institutionalized gender procedures on its own initiative. It is already extended to the maximum and also must balance its complex program (of implementation with regional partners, services to regional bilateral missions and oversight/implementation in non-presence countries) to meet the needs of four very different constituencies: African customers and partners, USAID as an agency, the Africa Bureau and bilateral missions.
- viii. Team members were constantly told by both USAID/REDSO/ESA people and partners that they wanted and needed training. The level of training requested varied with the individual. But most wanted something more than basic "gender awareness" training (i.e., something that explains the difference between sex and gender). Rather, they

wanted more concrete training in “how to” disaggregate data by sex, and/or carry out a gender analysis. Furthermore, especially among partners, people were waiting for hands-on guidance from what they perceived to be gender analysis professionals, not women’s advocates.

- ix. The cultural context of East Africa, with its male-dominated property systems and its custom of having men – rather than women, as in many parts of Africa – be the main sellers of crops and animals in the market, acts as a constraint on meaningful gender mainstreaming. In particular, this means that women do not reap the full benefits from an economic growth/food security initiative unless deliberate efforts have been made to shelter any benefits so that they do not pass automatically to the husband--even in cases where it was the wives who provided most or all of the labor. The development of the new Vvomba mosaic-resistant cassava provides an important example of this among REDSO implementation partners and subpartners: cassava traditionally has been grown by women, who were able to benefit from the fruit of their labors when it was not a lucrative crop. But the new variety proved a real bonanza and now it’s the husbands who sell the crop and pocket most of the increased income.
- x. Finally, it is suggested that sometimes USAID can learn lessons from other sources. For example, the Canadians generally devote greater emphasis to gender – and gender disaggregation of data – in their projects. And the health and HIV/AIDS sectors have developed standard indicators that are routinely collected in whatever countries they operate. Perhaps a “baseline list” of indicators could be created for gender that could be collected in all REDSO/ESA countries?

What overarching “lessons learned” and recommendations relevant to REDSO’s regional implementation activities can be drawn from the team’s findings in the four Missions studied?

In overview, the research has shown that there are five basic elements needed for gender to be taken seriously into account in the policies and programs of USAID and its partners, in a way that promotes enhanced gender equity as well as the success of those policies and programs: incentives, reporting, resources, training and technical assistance, and a focus on an economic empowerment strategy. These five elements emerged not only in the assessment of the REDSO Mission, but also in the research carried out in the Kenya, Tanzania and Rwanda bilateral missions. They are included here because they are pertinent to the REDSO Mission’s regional implementation work. The sixth element involves lessons specific to the REDSO Mission’s implementation activities in the three sectors studied: Economic Growth/Food Security; Democracy and Governance/Conflict, and Health, with special emphasis on HIV/AIDS.

5.1 THE IMPORTANCE OF INCENTIVES

- ▶ **Lesson Learned:** Incentives have been found to be behind the most thoroughgoing cases of gender analysis and gender targeting. Specifically, market-driven incentives seemed most powerful (as in the realization by OAU/IBAR that adding women animal health workers would mean more cost recovery for veterinary drugs as well as greater project success; most “best practices” microcredit efforts also have discovered that women are better at loan

repayment, so lending to more of them enhances the value of the organization's portfolio, as well as the success of its overall activities).

USAID and partner staff also can be given incentives to deal seriously with gender that can be considered indirectly market-driven. If their track record with respect to mainstreaming gender is one of the criteria for raises and promotions, it will help reward people who pay attention to this issue. Given all the competing demands on most staff, this will encourage attention to gender. Then if they find that their programs also perform better as the result of gender disaggregation of data, gender analysis and appropriate gender targeting, they have still another incentive to promote more attention to gender issues.

5.2 THE NEED FOR RESOURCES

- ▶ **Lesson Learned:** Resources are required for partners and USAID to be able to deal gainfully with gender. These include time and staff, as well as budget. And they include knowledge and training, as discussed below.

5.3 REPORTING REQUIREMENTS AND THE "PARTIAL DE-INSTITUTIONALIZATION OF GENDER"

- ▶ **Lesson Learned:** The ADS requires attention to gender in a number of ways but its guidance is extremely unclear. Moreover, there is no evidence that its stringent requirements are being implemented – or monitored. The R4s have page constraints that militate against reporting of gender results. There is no longer a WID Annual Report. There are no longer required gender analyses, as part of a Project Paper system. So gender is increasingly being squeezed out, as was found in the document analysis. Washington is the appropriate venue for revamping the ADS system. Also, the R4 is being superseded by a new Annual Report, with unknown impact on gender reporting (although, currently, there are even stricter page limits for the Annual Report than for the R4).

But the PMPs may offer a new shuffle of the deck. They are only now being approved. Where a PMP is still in draft, there is still time for considering gender; where one has recently been approved – as in the case of REDSO – there is still time before it is fully implemented to revisit gender. Even though REDSO's regional implementation activities seem to focus more on supra-national organizations than on human beings, they are the ultimate clients. Thus, it would seem useful to refocus at least some PMP indicators at the people level, and examine any differential impact on men vs. women.

5.4 THE IMPORTANCE OF RE-EMPHASIZING TRAINING AND TECHNICAL ASSISTANCE

- ▶ **Lesson Learned:** It appears that there has been a lull in recent years in WID Office training and technical assistance, so that whole cohorts of USAID personnel and their partners have more good will than knowledge concerning

gender and development. This “skills gap” is a big part of the reason that the “partial de-institutionalization of gender” has proceeded as far as it has, and it needs to be filled. Fortunately, everywhere the team went, it was greeted with requests for training and technical assistance by people who wanted to address gender because they believed it would add value to their projects, but didn’t know how to do so. Clearly, there is a need to formulate – and get funding for – a comprehensive program for training all relevant actors among REDSO, partner and sub-partner staff in appropriate levels of gender awareness, data disaggregation and gender analysis, and for repeating that training at suitable intervals.

5.5 A POSSIBLE STRATEGY PROMOTING ECONOMIC EMPOWERMENT FOR WOMEN AS A COMPONENT IN A WIDE VARIETY OF SECTORS

- ▶ **Lesson Learned:** On the one hand, REDSO generally works with regional organizations that might not be considered the right vehicles for promoting economic empowerment for women. On the other hand, the single longest section of the findings focused on REDSO’s partners in Economic Growth/Food Security and issues of gender and economic empowerment emerged quite clearly. For example, the women in Vvomba wanted economic empowerment commensurate with their role in developing and cultivating the improved mosaic-resistant cassava, so that they could better promote their children’s education, health and welfare. There does seem to be a place for REDSO to attempt to promote economic empowerment, as was explicitly recognized in the Strategic Plan 2000:45: “New studies indicate that household food security depends not only on the income, but also on who earns that income. When women control their income there is a direct contribution and improvement to household food security and child nutrition.” The paragraph went on to state that (accordingly) the SO will focus on “empowering women to participate meaningfully in regional affairs” (ibid.).

Indeed, economic empowerment for women may be the most effective basis for a strategy that will enhance their status and their society/group’s overall gender equity. The 1982 WID Policy Paper stressed it; the literature on gender and development finds it the most powerful factor affecting women’s destiny relative to men, and the most successful sector of recent development aid – “best practices” microfinance programs – frequently achieves it. Enhanced control of economic resources can give a woman greater: (a) self-confidence; (b) say in her own fertility; (c) voice in household decisions; (d) ability to be active in civil society (including in conflict resolution); and (e) ultimately, protection from domestic violence. Since women tend to spend income they control more single-mindedly on children’s nutrition, education and healthcare than male counterparts, promoting their economic empowerment can provide an extra “synergy bonus” of greater human capital formation. It is the only variable that addresses both women’s “strategic needs” and “practical needs” (as described by Molyneux, Moser, and others). Finally, as discussed in the text, it can be integrated with development programs in other sectors, including

Health/HIV/AIDS and Democracy and Governance, resulting in greater program success as well as greater gender equity (see Appendix E).

5.6 LESSONS LEARNED SPECIFIC TO THE REDSO/ESA MISSION

- ▶ **Economic Growth/Food Security.** Despite the overwhelming evidence about women's importance as farmers in general, and as cultivators of food crops in particular, attention to women's economic roles was uneven. EASSI aside, attention to gender was not institutionalized in any of the other three cases studied, but where it emerged, it was due to the efforts or insights of specific individuals.
 - First, attention to gender emerged in the Ugandan efforts to develop a new mosaic-resistant cassava variety. This was due to the fortuitous combination of a woman cassava breeder who believed in a participatory methodology and a largely female-founded and female-led village organization with which she hooked up. Second, the only gender analysis to date of the five-country research aimed at developing high-beta carotene/Vitamin A sweetpotatoes was also an accident (in that, although the Scope of Work for the research did not mention gender, one of the Kenyan researchers recently happened to have had gender analysis training, which motivated her to add it to the Kenyan study). But that analysis revealed major and possibly fatal flaws in the Kenyan efforts that thus far have neither been remedied nor researched in any of the other four countries. Third, attention to gender was pursued in the OAU/IBAR animal health project only after field staff realized that the five percent of animal health workers who were female were doing a dramatically better job than their male counterparts.
 - A second way of looking at the case studies in the sector is that women's importance in cassava and sweetpotato farming already were known to the organizations working on these crops, whereas women's key roles in animal husbandry and animal health seemed to come as a surprise to the staff of the OAU/IBAR animal health project.
 - A third way of comparing these three case studies, however, points to a possible common strategy: Women were uniformly eager to increase their income through these projects and, where given the opportunity to do so (as among the women's groups loaned money to buy goats in an OAU/IBAR initiative), proved to be able performers (the goat-buying women's groups became self-sustaining after only one round of goat breeding, whereas men's groups did not become self-sustaining).

The overall lesson here seems to be that promoting not only women's work in these economic growth activities, but also their rewards, could enhance the success of the projects. In short, addressing what the only women queried directly in the research, the cassava growers of Vvomba, identified as their greatest unmet need – income under their own control – would seem to be a way of improving the results and impact of all the EG initiatives studied.

- ▶ **Democracy and Governance/Conflict.** The case study undertaken here involved WASDA, which is a sub-partner organization operating on both sides of the Kenya-Somali border, in the region known as “Wajir South.” It indicated that attention to economic issues was important for gender equity. Moreover, WASDA’s attempts to include women seem to be contributing to the overall success of their efforts to improve pastoral activities and to promote conflict resolution. It is particularly noteworthy that male elders on the Kenyan side of the border accepted the need for training women as well as men and now WASDA has 50% male and 50% female Kenyan trainees. The male elders also pointed out the inconsistency of WASDA pushing them to train women when it (initially) had no women on its own staff. As a result, it hired three women (out of a total staff of 23) and enhanced not only the effectiveness of its animal husbandry efforts but also the implications of its activities for democracy and conflict resolution.
- ▶ **Health/HIV/AIDS.** The big lesson here is that consistent encouragement from key REDSO staff can cause a gender-blind partner to change its ways. The urging by the woman director of REDSO/PHN led the Regional Health Care Quality Program managers to begin to disaggregate trainees by sex and then to incorporate gender into the curriculum that is the basis of most of its training activities. Moreover, in the PIVA exercise promoted by REDSO, the managers discovered that gender emerged as an important but largely un-addressed issue. So now they do address it.

5.7 THE IMPORTANCE OF ECONOMIC EMPOWERMENT AND ITS RELATIONSHIP TO GENDER MAINSTREAMING – A CONCLUDING NOTE

To rephrase the basic lesson discussed in 5.1 above: having an economic stake in integrating gender seems to be a powerful incentive. In the present REDSO research, having an economic incentive proved to be a powerful determinant of the extent to which gender was taken into account: In the case of OAU/IBAR, once the benefits to the project’s performance that flowed from having women animal health workers dispense veterinary drugs in an honest and impartial manner became known, the project invested in research on gender roles in animal husbandry and in adding women to its staff.

Furthermore, the most successful case study encountered, the Vvomba mosaic-resistant cassava variety, might have been made even more successful – and more quickly and widely disseminated – if women were given processing equipment that would guarantee them what they saw as a fair share of the proceeds of what was largely their own labor. Additionally, if the various conflict resolution efforts under way in pastoral areas were combined with efforts to provide women with additional pastoral income (from, e.g., animal health and/or milking activities), both the women’s status and their leverage to resolve conflict could benefit.

These economic results are related to, on the one hand, the literature on gender and empowerment and, on the other hand, the modus operandi in the development sector with the highest average success level, “best practices” microfinance initiatives. Key lessons of these two bodies of literature can be found in Appendix E.

6.0 CONCLUSIONS AND PRELIMINARY RECOMMENDATIONS

6.1 CONCLUSIONS — INCORPORATION AND INSTITUTIONALIZATION OF GENDER IN MISSION ACTIVITIES

In general, the team encountered a frequent conflation of “gender” with “women” among a number of people – encompassing both partners and mission staff – interviewed. Few seemed aware that a gender analysis could uncover difficulties in a development program that were due to being gender-blind to men’s interests (especially to their economic interests, as discussed in Appendix F). What conclusions can be drawn about the REDSO/ESA Mission in general and the specific sectors studied?

A. THE REDSO/ESA MISSION IN GENERAL

Overall, sub-optimal attention to gender was not due to lack of willingness; rather, it was lack of institutionalization, including insufficient incentives, resources (of time, staff and budget), and training in gender knowledge/skills/tools that prevented the mission and its partners/sub-partners from doing a better job.

Given present resource constraints, REDSO has only one gender advisor. Although she is an FSN with many years’ experience, who has long served as a very effective gender advisor, she is a single individual and REDSO operates in over a score of countries.

There currently is no institutionalized system of having one person on an SO team named the gender specialist, with all SO gender specialists meeting periodically with the REDSO gender specialist and others in order to coordinate their work and multiply their individual effectiveness.

At present, there is not any institutionalized and monitored requirement for partners to consider gender in their work, disaggregate their people-level data by gender, and relay all this to the appropriate SO team in their own reporting documents.

In general, gender analysis skills are rudimentary for most partner staff and uneven (ranging from superb to virtually non-existent) for REDSO staff. This has resulted in three contrasting situations:

- Some REDSO people (and an occasional partner staff member) have exceptional levels of knowledge about gender but find that it is difficult to maintain attention – and devote resources – to gender in the present climate of “partial de-institutionalization of gender” and resource constraints discussed in this report.
- Some people believe that they are implementing gender sensitive programs even when they are not.
- Others know that they are deficient in their skills but don’t know how to close their skills gap. Some, in an attempt to remedy the problem, turn to organizations that may not (yet) have the gender expertise they need.

B. ECONOMIC GROWTH/FOOD SECURITY

Interviews with REDSO partners in this sector showed that they did not consistently address gender; they also tended to report little pressure to do so. Yet women are clearly important in achieving the overarching goal of the Strategic Objective: food security. It would seem that instituting gender disaggregation of data – as already called for by the ADS guidelines -- and investigating whether women were receiving economic returns that they deemed to be commensurate with their economic contributions could raise the success level of the projects undertaken by REDSO partners and sub-partners.

- Specifically, a case can be made for reworking the new Performance Monitoring Plan (PMP) to make sure that differential male/female economic and income benefits are examined. As a starting point, there should be tracking to assure that women as well as men are included in partners' activities, as well as some assessment of each gender's performance and how this affects project performance.
- The question is how REDSO can institutionalize this level of attention to gender in Economic Growth/Food Security (EG/FS) and its other SOs when standard reporting documents are not graded on incorporating it and when training and gender analysis expertise no longer is easily available from the WID Office. The assessment revealed awareness and some pro-activeness vis-à-vis this issue by EG/FS staff. For example, meetings already have been held with other teams to discuss gender.

C. DEMOCRACY AND GOVERNANCE/CONFLICT

The case study of WASDA, which operates on both the Kenya and Somali sides of the border in the area known as "Wajir South," shows that adding gender considerations – and women – to the NGO's activities enhanced its success. And what is most impressive about WASDA's achievements is that "Wajir South" is considered by many to be one of the world's most patriarchal regions. The local male elders – and WASDA staff – have come to realize that women are critically important to pastoral activities as well as surprisingly effective in promoting conflict resolution. (Conflict is an endemic problem in the region; in fact, cattle rustling and resultant hostilities have stymied most development efforts.) Such realizations help nurture the fragile seeds of democracy and peace.

D. HEALTH/HIV/AIDS

Gender targeting has repeatedly been shown to be important in getting a handle on HIV/AIDS. It is especially crucial to bring middle-aged men on board. On the one hand, this is because of their role in infecting younger girls and women (e.g., in the age group of 15-19, females have been found to be 500-600% more likely to be HIV-positive than males of the same age, and they are likely to report sex partners considerably older than themselves). On the other hand, this is because of middle-aged men's power in the community. Women could heighten their status if they had more economic power: Economically dependent women are in no position to insist that their partners use condoms. The converse also seems to be true. (In an example from the Tanzanian research that bears mentioning here, a women's NGO trying to reduce HIV prevalence in Muslim fishing villages on the island of Zanzibar provided successful poultry and

pottery income-generating schemes for women. They became more self-confident and began to pressure their husbands to use condoms when off on fishing trips.)

6.2 CONCLUSIONS EMPHASIZING ECONOMIC LESSONS LEARNED

As seen in the Vvomba and OAU/IBAR vignettes, economic incentives tailored to a specific gender situation can enhance the success of development activities. But the ultimate objective of “taking gender into account” is to enhance gender equity. Greater gender equity, in turn, is associated with positive development outcomes ranging from higher levels of human capital to increased national income growth (King and Mason 2001; Blumberg 1989a). And the preceding discussion showed that gender equity, more often than not, rests on a foundation of female economic power. How easy would it be for REDSO to promote female economic empowerment?

On the one hand, recent laws are providing women with rights to land and inheritance. On the other hand, customary law and practices in the generally patrilineal and patrilocal societies of East Africa can make women’s ability to control income and assets much more precarious in reality than in recent national law. REDSO regional programming directly intersects with this issue only in the case of EASSI, a REDSO food security partner, which is committed to improving women’s land rights as the foundation to further progress. But REDSO guidance can promote the sorts of gender analyses that demonstrate to partners and sub-partners that it pays off for their projects if they make sure that women who already are involved in the activities they promote are both incorporated into their programs and receive commensurate benefits.

An example is the success of the handful of women village animal health workers in the OAU/IBAR project. Despite living in one of the most patriarchal areas in the world, they were able to earn and control income from dispensing veterinary drugs. In fact, they outperformed their male counterparts and set exemplary records for honesty and fairness in distribution. And when OAU/IBAR became aware of this fact and began to explicitly reach out to – and economically benefit – women, their project reaped the benefits.

Most theories of gender and development emphasize economic power and its consequences. And these consequences (discussed above) might also increase success not only in Economic Growth/Food Security but in other sectors as well.

Therefore, from the standpoint of gender equity, it seems to make sense to make economic empowerment a cross-cutting approach in promoting other sector SOs. This could mean linking people who were clients of, say, HIV/AIDS programs with, say, locally available microfinance programs. Or it could create tandem efforts, with people already involved in a microfinance program also receiving training in human/women’s rights/advocacy or vice versa.

Adding a livelihood focus to non-Economic Growth efforts could be another example of how combining two types of aid results in a “synergy bonus”: where the whole is more than the sum of the two parts. For women, adding a livelihood focus to other SO activities might make an even more dramatic difference, since it would directly attack the lack of resources and power that disadvantages females in these other sectors in the first place.

6.3 RECOMMENDATIONS

This report concludes with preliminary recommendations that might be considered by participants at the planned gender workshop as they carry out their task to design a forward-looking strategy for enhancing and institutionalizing attention to gender in mission efforts throughout East Africa and beyond.

- ▶ **Incentives:** Incentives should be formulated that encourage both USAID and partners staff to take gender into account. These incentives should include making their performance vis-à-vis gender one of the criteria in their annual performance evaluations (as urged by Moser 1997 and practiced in Canadian CIDA and IDRC).
- ▶ **Resources:** Appropriate attention to gender requires resources, both physical (e.g., time, staff) and financial. Here are some examples of the sorts of resources that need to be provided:
 - Time should be provided for the mission “WID Officer” to be able to track gender performance in all SOs;
 - Time should be programmed for one person per SO team to don the “gender hat” for that SO;
 - Partners should explore using the Monitoring & Evaluation person/team for this role and giving them the resources (as well as rewards in performance evaluations) for doing so.
 - All of these people – the mission WID Officer, the mission gender monitor/specialist for each SO and the partner gender monitors – should meet periodically, both to share lessons learned and to receive incentives (from certificates on up) for developing the most innovative ways of mainstreaming and tracking gender within their sectors.
- ▶ **Reporting requirements:** Dialogue with Washington should be promoted on those aspects of reporting that are in its bailiwick; meanwhile, the new PMPs and Annual Reports should be reviewed for ways of incorporating gender. But as a first step – and one that is within a mission’s “manageable interests” – disaggregating all people-level data by gender should be not only required (as it already is in the ADS and in a Congressional mandate) but also institutionalized and monitored so that it does, indeed, take place. After all, without such data there is no way to make a case for “the gender variable.”
- ▶ **Training and technical assistance:** A multi-level gender training and technical assistance program should be launched that encompasses both USAID and its partners and even sub-partners (the latter via Training of Trainer (TOT) models). Training should be provided in two distinct levels. The **lower level** should include (a) basic gender awareness, and (b) basic rationale and procedures for disaggregating data by gender. This lower level training should be provided by local consultants, after their expertise has been vetted by a recognized gender expert. The **upper level** should consist of (c) gender analysis specifically geared to the particular characteristics and problems of a given development sector, and (d) gender mainstreaming. At least initially, it is recommended that gender experts who provide (c) and (d) should be high-level people brought in from

outside the mission on a Scope of Work that also includes assessing the competence of the local consultants being considered for the lower level training. The experts for the upper level training may be either from the WID Office or an outside consultant/consulting organization. Since all these levels of training must be repeated periodically, funds should be sought to bring local trainers up to speed, so that training is institutionalized.

- ▶ **A possible strategy that would promote economic empowerment for women as a component in a wide variety of sectors.** There should be emphasis on assistance that enhances women's economic empowerment. And such assistance should not be confined to Economic Growth/Food Security initiatives – although these may be the ideal place to start. Instead, in every relevant sector, a “livelihood component” should be formulated, or a link established to an existing program that increases income under women's control. This should give women more clout in influencing male condom use; more say in their own fertility, and more of a foundation for civic activism and conflict resolution, thereby enhancing the success of such non-economic programs.

The following recommendations are specific to REDSO:

- ▶ **Ranking for attention to gender in PIVA exercises.** REDSO personnel conducting PIVAs should formalize criteria for adding gender to the foci of evaluation. This will act as a further incentive for partner organizations to take “the gender variable” seriously. The scale should run from 1-5, with higher scores representing more attention to gender, and include: 1) gender blind; 2) gender aware; 3) gender knowledgeable; 4) gender incorporated; and 5) gender equal/fully mainstreamed.
- ▶ **Training and technical assistance for REDSO partners.** Since requests for both basic training in gender and concrete gender analyses linked to their organizations' technical specialties were so frequently encountered among REDSO partners and sub-partners, it is recommended that REDSO investigate the availability and level of competence of existing entities and do – or could – provide such assistance. An example could be to assess the possibilities of helping EASSI's national focal point affiliates (e.g., Tanzania's TGNP) to promote (and upgrade, where necessary) their technical expertise. This will enable them to provide REDSO partners and sub-partners with the gender training and analysis they frequently requested. An expanded role for EASSI itself to provide more specialized data collection and gender analysis geared to a particular technical sector also should be considered.

A possible new “win-win” scenario servicing ASARECA and other REDSO partners' gender needs?

Given the fervent pleas from PRAPACE and the queries from other ASARECA partners, including ASARECA's acting coordinator, EASSI leadership was queried about the possibility of adding a new role to their fast-expanding mission: a consulting service that can provide expertise on gender analysis in specific agricultural contexts (e.g., for cassava, potatoes, beans, etc.). ASARECA had cautioned that they did NOT need “women's advocates,” but rather technical specialists who could help with gender analyses well-grounded in the particular

agricultural/commodity area of the ASARECA partner in question. EASSI's leaders proclaimed their interest in this possible expansion of their role (after all, they consider capacity building to be an essential component of EASSI's mission).

In light of EASSI's expertise in data collection and analysis, and their access to specialists in the various sectors and activities engaged in by ASARECA and its partners, it would seem appropriate – and potentially lucrative – for EASSI to expand a bit. It could then provide such information on a consulting basis for ASARECA, its partners, and other REDSO-supported partners and sub-partners in, at minimum, the countries in which it has affiliates. On the one hand, this would enable EASSI to earn some part of its operating expenses, while on the other hand, providing a service that other REDSO partners claim they want and need but don't know how to get. It would also help to move REDSO partners along the “gender institutional strengthening” PIVA ranking that was proposed above.

Between them, ASARECA and EASSI have a long list of donors. REDSO might be able to facilitate some sort of donor support for such a new role for EASSI without expending much of its own resources. At the same time, it could vigorously publicize this new service from EASSI – an inexpensive activity that might have positive results for both EASSI and most REDSO partners. EASSI, by entering the private sector, could not only pay some of its bills, it might also develop a more reality-tested world-view. It might or might not choose its issue targets somewhat differently, but the experience it would gain should contribute to the organization's success ratio and, certainly, its institutional strengthening. In PIVA terms, such a role should help EASSI mature. And REDSO partners would have a place to go for gender analysis expertise that would be locally – and thus more inexpensively – available in a good proportion of their countries.

For example, agricultural scientists and “appropriate technology” people associated with ASARECA partners could be informed about the availability of an advisory service that could quickly spot problems, such as the sweetpotato slicer that only tall men could operate comfortably, or the drum washer that was developed without thought as to the availability of water (including who had to fetch it). Consultations of this concrete nature should not take long or be costly and EASSI could develop a roster of gender specialists with the appropriate technical background should ASARECA, its partners, or other potential REDSO-funded clients come calling. Indeed, a case might be made for ASARECA devoting some of the IDRC funding to just such short-term advice services.

Over and above this role, EASSI also might be encouraged to take the data it collects on women's status (its post-Beijing role) and use them in attempts at influencing policy.

- ▶ **Build attention to gender into the PMP.** Undertake an exercise to incorporate gender into the PMP in two ways: (a) directly, by formulating more people-level indicators and disaggregating them by sex; and (b) as part of a supplemental rapid appraisal of how

REDSO initiatives are affecting women vs. men. The possible insertion of gender-disaggregated people-level indicators should be considered for all of REDSO's SOs and their IRs and sub-IRs.

Finally, there are three recommendations that are more in the nature of supplemental suggestions. All focus on REDSO/ESA's implementation (vs. service) role.

- ▶ **Gender committee.** For the purpose of the PMP exercise, it is suggested that a gender committee be appointed, chaired by the gender advisor and containing one member from each SO team. The gender committee, in conjunction with the REDSO gender specialist, also could tackle emergent issues, such as just how REDSO is to comply with the October 2001 directive that Scopes of Work should include attention to gender and gender disaggregation of data. Finally, the gender committee could, twice a year, function as an oversight group to make sure that reporting by both REDSO and its partners includes sex-disaggregated data.
- ▶ **Periodic rapid appraisals as supplement to quantitative indicators in order to better measure results.** Initially, this rapid appraisal should be a single study, undertaken with technical assistance (hopefully funded by the new WID Office IQCs). But if it proves useful in illuminating gaps in program coverage or worrisome problems concerning insufficient gender equity, technical assistance should be sought to add supplementary rapid appraisals to REDSO's on-going measurement of the results of its efforts. REDSO is uniquely well-situated to create vertical linkages between the macro-level policies and programs in which it specializes and the micro-level people impact of those policies and programs, disaggregated by sex. Operationalizing this would require adding a rapid appraisal component to REDSO's monitoring and evaluation activities, as well as being rigorous about disaggregating all quantitative people-level indicators by sex. This would enable REDSO to go up, as well as down, the chain between its level of operation and the level of grass roots client impact.
- ▶ **Resources.** There should be some brainstorming on how to get resource assistance from Washington to fund appropriate levels of attention to gender. This should take place within REDSO, as well as in the forward-looking workshop.

In conclusion, REDSO's regional nature provides both opportunities and constraints in incorporating gender concerns into its far-flung activities, programs and projects. The gender goal proposed in the Strategic Plan 2000's discussion of the food security Strategic Objective can be restated in more general terms as a suggested charge for REDSO:

...regional ...strategies must ensure positive impacts of new [initiatives] on women as well as rectify women's limited access to policy and decision-making forums. Empowering women to participate meaningfully in regional affairs is a key step and the level at which [REDSO] will focus (p. 45).

APPENDICES

Appendix A.	List of Persons Interviewed for REDSO/ESA Mission Assessment.....	A-1
Appendix B.	Scope of Work.....	B-1
Appendix C.	References Cited.....	C-1
Appendix D.	Rapid Appraisal Methodologies (RAMs).....	D-1
Appendix E.	Lessons From Literature on Gender and Empowerment and ‘Best Practices’ Microfinance Projects.....	E-1
Appendix F.	Gender Also Means Men.....	F-1

APPENDIX A

LIST OF PERSONS INTERVIEWED FOR REDSO/ESA REPORT

Sector	Country	Organization	Contact		Position
-----	Kenya	USAID	Steven G.	Wisecarver	Regional Director
-----	Kenya	USAID	Gerald A.	Cashion	Deputy Regional Director
-----	Kenya	USAID	Shirley	Erves	Monitoring and Evaluation
DG	Kenya	USAID	Ned	Greeley	Leader Reg. Conflict Prevention Team
DG	Kenya	USAID	Leonora	Foley	Democracy Fellow
DG	Kenya	USAID	Njeri	Karuru	Senior Reg. Conflict Prevention Advisor
DG	Kenya	USAID	Steven	Smith	Senior Reg. Conflict Prevention Advisor
DG	Kenya	USAID	John	Munuve	Sen. Adv. - Conflict Prevention, Mitigation and Resolution
DG/EG	Kenya	USAID	Charles Darwin	Ward	HASP-Project Manager
EG	Kenya	USAID	Wanjiku	Muhato	Regional Advisor on Gender Issues
EG	Kenya	USAID	Walter I.	Knausenberger	Senior Regional Environmental Officer
EG	Kenya	USAID	Ephantus K.	Wahome	Regional Environmental Officer
EG	Kenya	USAID	Kiti	Kitiabi	Regional Trade Program Specialist/Advisor
EG	Kenya	USAID	Diana	Putman	Office Director - Food Security
EG	Kenya	USAID	Mulinge	Mukumbu	Senior Regional Agriculture Economist
EG	Kenya	USAID	Erik	Johnson	Trade Economist
EG	Kenya	USAID	Hudson	Masambu	Program Specialist-Agriculture
EG	Kenya	USAID	Paul-Albert	Emoungu	ISGM Project Manager
EG	Kenya	USAID	Hellen	Oluoch	Project Assistant
EG	Kenya	USAID	Dan	Evans	Natural Resources Management Advisor - Food Security Office
EG	Kenya	USAID	Greg	Howell	Regional Private Sector Advisor
Health	Kenya	USAID	Leslie	Perry	Office Director-PHN
Library	Kenya	USAID	Patricia	Wanzalla	Librarian/Web Developer
Org. Develop	Kenya	USAID	Carolyn	Jefferson	Regional Organizational Development Advisor
Technology	Kenya	USAID	Esther	Muchiri	ICT Specialist/Food Security
Technology	Kenya	USAID	Francis	Kituto	ICT Specialist
Technology	Kenya	USAID	Josphat	Wachira	ICT Specialist
-----	Uganda	USAID	Anne	Fleuret	Performance Monitoring Specialist
EG	Kenya	ASARECA/CIP	Berhane	Kiflewahid	Coordinator
EG	Kenya	Bean Project	Group Interview with Farmers	Veronica	Farm Owner
EG	Kenya	KARI	Macharia	Gethi	Director

Sector	Country	Organization	Contact		Position
EG	Kenya	KARI	John	Muthamia	Senior Research Scientist
EG	Kenya	OAU/IBAR	Habiba	Sh. Hassan Hamud	DVM, MSC Vet. Field Officer
EG	Kenya	OAU/IBAR	Tim	Leyland	Advisor, CBAH
DG/EG	Kenya	PACT	Irene	Gathinji	CORE Program Deputy Director
DG/EG	Kenya	PACT	Bill	Polidoro	Country Director
DG/EG	Kenya	PACT	Chris	Ngovi	Finance and Administration Manager
DG/EG	Kenya	PACT	Allan	Ochuol	Monitoring & Evaluation Specialist
DG/EG	Kenya	PACT	Joash	Agukoh	Intern - Computer Department
DG/EG	Kenya	PACT	Esther	Leipah	Secretary
DG/EG	Kenya	WASDA	Capt Omar F.	Husseinali	Chairman
EG	Uganda	CIP	Regina	Kapinga	Sweetpotato breeder, Sub-Saharan Africa Region
EG	Uganda	ECAPAPA	Isaac	Minde	Acting Head, ASARECA; Coordinator, ECAPAPA
EG	Uganda	IITA	James B.A.	Whyte	Research Team Leader for ESA; Coord. E. Afr. Root Crop Res. Network
EG	Uganda	NAARI	F.N.	Opio	Director of Research
EG	Uganda	NAARI	Goreti N.	Ssemakula	Cassava Breeder
EG	Uganda	PRAPACE/CIP	James	Nsumba	Asst. Coordinator
EG	Uganda	SPEED (USAID/Uganda)	Ralph	Chaffee	Enterprise Development Advisor
EG	Uganda	Vvomba Village Cassava Group	2 focus groups, 10 women, 3 men		
EG	Uganda	EASSI	Maude	Mugisha	Coordinator
EG	Uganda	EASSI	Elizabeth	Eilor	Program Officer, Research & Documentation
EG	Uganda	EASSI	Jane Wanjiku	Gitau	Program Officer, Communication & Networking
Health	Uganda	Regl. Center for Quality of Health Care	Robert	Mwadime	Nutrition & Child Survival Advisor/ Academy for Educational Development
Health	Uganda	Regl. Center for Quality of Health Care	Alice	Mutungi	Maternal & Neonatal Health Advisor
Health	Uganda	Regl. Center for Quality of Health Care	Chilunga	Putu	Malaria Advisor
-----	Uganda	Makerere Univ., Dept. of Women & Gender Studies	Consolata	Kabonesa	Acting Head of Dept.
-----	Uganda	Centenary Rural Development Bank, Ltd.	James	MacDade	Banking Advisor - Credit

APPENDIX B

SCOPE OF WORK

I. OVERVIEW

After nearly 25 years of USAID developmental interventions in the ESA region, there is more positive evidence that USAID interventions overall have improved the lives of ordinary people (CDIE: USAID Performance Monitoring and Evaluation News. July 1999). There is, however, a lack of hard evidence with which to determine the progress and advancement in women's status as the result of these USAID interventions. It is assumed that this difficulty has been occasioned by the lack of harmonized, coherent and consistent gender specific and gender-disaggregated data from which interventions could be measured. Nevertheless, and probably as the result of the intense pressure emanating from international fora on women's equality and development, many international development organizations and NGOs continue to emphasize the need to address gender as a developmental variable while simultaneously continuing to base their development assumptions on the general situation of women in Africa identified over twenty years ago. The general practice has been to focus on women-specific activities and address these through a poverty lens, thus leading to an emphasis on poverty alleviation strategies for women, mainly at the micro-level using a basic needs approach, with few sustainable development concepts to support these.

An analysis of current trends of gender relations and their underlying structures must be the starting point for interventions aimed at achieving sustainable models of development in east and southern Africa. Of critical importance is the need to address gender issues from a more proactive and facilitative platform rather than from a passive approach. The development of a regional perspective on gender, therefore, calls for more involved liaison within REDSO/ESA and amongst USAID Missions in the region, to develop joint planning and programming across the identified Strategic Objectives and build consensus on appropriate regional approaches.

II. BACKGROUND

Over the last ten years, gender has evolved to become one of the essential crosscutting development issues within USAID (alongside environment, conflict and HIV/AIDS). This has, therefore, raised questions about the effectiveness of USAID approaches towards women and identified a need to estimate the impact of these WID/gender interventions. In the late 1980s and early 1990s, the integration of WID into Mission programs was assessed through the WID Portfolio Reviews with the objective of enabling USAID Missions to design WID Action Plans. A common approach to these reviews was to focus merely on identifying where women were mentioned, and where possible, recommend where else they could be inserted. Little gender analysis was undertaken, largely because its value wasn't well understood, it was considered to be of marginal importance, but also partly, because there were few mechanisms to allow recommendations to be incorporated into a restatement of the objectives of the project.

USAID has financed a variety of Women In Development activities in Eastern and Southern Africa, through bilateral and regional programs. These activities have utilized different methods of gender-based programming, including activities focused specifically on women or sectors where women are perceived as playing a critical role such as in the microenterprise sector. With the onset of re-

engineering of USAID, gender disaggregation of monitoring and evaluation data has gained prominence while "mainstreaming" of gender activities into larger programs is becoming a more common theme within the current debate on institutionalizing WID. To date, an impact assessment of these different methods has not been made, nor has USAID seriously examined the actual impact of its programs on between the women and men of east and southern African or the program impact of the relationships between them.

The challenge facing USAID Missions is to accurately and clearly articulate program results through a gender perspective. While Missions are required to have a Performance Monitoring Plan, very few have a gender specific strategy to assess performance, and/or impact, by gender. A major barrier has been the lack of gender statistics. USAID missions urgently need specific and consistent information flows on the situation of women and men in areas where there is a programmatic focus. While some information has been gathered by host-countries through the requirements of the Beijing Platforms for Action, much of this is not in a readily accessible format to USAID. All activities need gender-disaggregated information to fulfil their planning functions. And, as time goes by, USAID needs to develop the ability to continuously measure whether its policies and programs are succeeding in addressing gender inequalities.

PURPOSE

The objective is to determine the level of impact of USAID programs in selected sectors with specific attention paid to the numerous Women In Development (WID) activities in eastern Africa, financed by USAID over the last 5 - 10 years through bilateral and regional programs. [It is assumed that further back than ten years will require too great a level of effort for this assessment to be feasible]. This regional assessment on gender will provide the rationale and primary basis for developing a regional approach to gender within the region by:

i) providing an opportunity to indicate the availability of information on gender to missions in the ESA region. While it is well understood that there will be gaps, it is also clear that there is a lot of information that is not being fully utilized, or that which has not been analyzed; (ii) describe the various approaches to gender taken by participating missions; (iii) explain the relevance for enhanced networking, share lessons learned and best-practices from up-to 10 years of the application of WID in the region; (iv) identify where USAID has the comparative advantage on addressing gender concerns over other donors and partners; and, (v) assist in identifying potential avenues for future USAID interventions on WID within the region.

While the process may be adjusted based on feedback from the bilateral missions, AFR Bureau and G/WID, REDSO envisages that an IQC firm specializing in evaluations will be hired to undertake a six-month impact assessment process to be managed by the regional mission at REDSO/ESA.

III. EXPECTED PERFORMANCE AND OUTCOMES

Impact assessment is often difficult because causality is difficult to determine, in addition to being costly and time-consuming. However, managers need to know the effects of project activities on the intended beneficiaries during implementation. The primary objective of this regional gender impact assessment is operational. The purpose is to identify and address both strengths and deficiencies so as to enhance future impact. As a result, it is anticipated that this report will enable missions to improve the levels of utilization of what is available, and to make proposals on how the

information base can be further expanded and improved. This assessment should thus ultimately lead to the improvement of gender specific data available to Missions in the region. A second objective is to use the assessment as a learning tool as well as a means to improve program performance on gender issues and in enhancing the capacity to demonstrate accountability.

At the end of the six-month assessment process, this activity will achieve four specific results that will include:

- (i) a report on the regional gender impact of USAID supported activities;
- (ii) an inventory of currently collected data (including type of data, that is, qualitative, quantitative, availability reliability, utility, etc.);
- (iii) a draft regional database on gender as a means for tracking activities that have a WID/gender perspective or impact in the region; and,
- (iv) USAID Missions in ESA region, AFR Bureau and G/WID will participate in a workshop leading to the defining collaborative regional approaches to gender considerations based on the results of the Gender Impact Assessment.

The contractor will face the challenge of making the disparate information received from the various activities and approaches coherent and meaningful. To enable REDSO/ESA and participating Missions achieve this the contractor shall undertake several inter-related activities. First, the contractor will undertake interviews of WID officers, Monitoring and Evaluation experts, Program Officers and Africa Bureau personnel with the objective of defining desirable approaches, set minimum standards, and refine the broad scope of the terms of reference for the evaluators. Second, the evaluators will undertake an assessment of selected programs that are gender-based, gender-related or programs with a gender component in at least 4 missions within the region over the last 5 - 10 years and identify the means by which appropriate and cost-effective data may be gathered. Third, the contractor will pull together all available data for creating a mission-specific/sector-specific database. Fourth, the contractor will design, convene and facilitate over a workshop to include Program officers, WID Officers, Monitoring and Evaluation experts drawn from Missions within the region, and also include G/WID and Africa Bureau personnel, to review the results and make recommendations leading to the development of regional approaches to gender considerations.

IV. SPECIFIC TASKS/STATEMENT OF WORK

The Contractor will carry out this Assessment by undertaking four distinct steps:

STEP 1: ACTIVITY DESIGN AND WORK PLAN

The Contractor will develop a detailed Workplan to be approved by REDSO/ESA in which the implementation and timing of the Activity Management process will be detailed. The Contractor will also detail the methodology to be used in implementing each step of this activity.

Estimated Timing: 10 days.

Location: Home-base.

STEP 2: REGIONAL GENDER IMPACT ASSESSMENT

The Contractor will undertake a regional gender impact assessment in **at least 4 development Missions in the east Africa region**. Focusing on agreed upon countries in the ESA region, the Contractor will:

- i) Assess why unexpected progress on gender impact, either positive or negative, is occurring;
- ii) Determine whether conditions for sustainability exist;
- iii) Re-examine and/or test the validity of hypothesis and assumptions embedded in strategic objectives and results frameworks;
- iv) Determine whether the needs of intended customers are being served;
- v) Identify, probe, and understand positive and negative unintended impacts of assistance programs and;
- vi) Distill lessons learned, which may be useful elsewhere in the region and the Agency.

The Contractor shall work from the field missions and Washington to:

- i) Provide technical expertise to carry out background research and desk studies identified by USAID/REDSO/ESA and other operating units participating in the assessment;
- ii) Perform activity, program, and results level gender impact assessment and related performance monitoring at Mission and Regional level; and
- iii) Develop reports and disseminate findings from the impact assessment.

The contractor will also address the following strategic questions: What is the existing WID/gender portfolio funded by USAID in the ESA region (incorporating detailed information on WID/gender strategic objectives, results, components and activities)? What are the regional trends that should influence the allocation of resources? How does the existing portfolio fit in with AFR/B and Agency priorities and with G/WID priorities? Are there opportunities to optimize resources regionally? The objective of which will be to produce a prioritized list of issues and concerns that are considered critical to addressing gender considerations within the country and across the region.

Estimated Timing: 45days.

Location: East Africa -- One round trip through Missions (Washington/east Africa)

STEP 3: DEVELOP A REGIONAL USAID GENDER INFORMATION SYSTEM

Utilizing the country and regional specific data collected during the regional gender assessment the Contractor will develop a regional gender information system that USAID Missions can build upon. Essentially a database, this system will contain available and illustrative data, trends and analytical tables indicating how it will be organized and managed. The Contractor will prepare a separate report indicating the consistency of data, lessons learned from other identified gender databases, such as the ENI Gender database, etc. The Contractor will also make recommendations to REDSO on where this database should be housed, future management and analytical processes required.

Estimated Timing: 20 days

Location: To be determined on basis of the proposal.

STEP 4: DISSEMINATION WORKSHOP

The objective of the regional workshop/meeting is to bring together lead UASID persons responsible for implementing gender considerations in the bilateral Missions to:

- a) Present and disseminate the results of the Regional Gender Impact Assessment;
- b) Share other information, lessons learned and best-practices for dealing with the issues and concerns identified in the assessment;
- b) Identify key areas from the priority list of issues and concerns;
- c) Develop criteria for the selection of issues on which to collectively focus efforts and/or resources;
- d) Identify interventions more effectively done at the regional rather than the bilateral level, for example, types of training, etc.;
- e) Develop country workplans and regional workplan. These workplans are envisaged as the basis for forming a joint regional strategy for dealing with each of the identified areas of focus. REDSO's primary role will be to facilitate the process of implementation; and
- f) Build consensus on monitoring tools and impact data.

The Contractor will prepare a Workshop Report summarizing issues, processes and conclusions.

Estimated Duration of Dissemination Workshop: 3 days

Estimated LOE for design, planning, implementation and report writing: 12 days

Location: Kenya

V. SCHEDULE

The intended timeline for the assessment is approximately May 15, 2001 through October 15, 2001. The contract shall run for a period of six months counting from the effective date of the contract. The Contractor shall:

1. Complete the Country Specific Gender Assessments within three months;
2. Undertake the regional workshop within 5 months from the effective date of the contract;
3. Establish a functioning database on Gender/WID within 5 months from the effective date of the contract;
4. Continue to meet performance deadlines as established in the contract document.

VI. REPORTS AND DELIVERABLES

The Contractor shall prepare and present to REDSO for approval and/or information:

A. REPORTS

1. A detailed Activity Design and Workplan proposal. This should not exceed 20 pages;
2. Monthly progress reports. It is anticipated these will provide detail of progress made and are expected not to exceed 10 pages;

3. Country Reports on the Regional Gender Impact Assessment. These country reports should be no more than 30 – 40 pages each containing an executive summary (not to exceed 4 pages) of the country findings and conclusions;
4. Synthesis Report on the Regional Gender Impact Assessment. This will be the main report and should be no more than 65 - 75 pages and must contain an executive summary (not to exceed 5 pages) of the findings and conclusions;
5. Report on the development of the initial database designed to track Gender/WID objectives, results or related activities at Mission and regional levels focusing on 3 identified and approved sectoral areas. The report should be no more than 15 – 25 pages;
6. Workshop Report. The report should be no more than 30 – 40 pages and should contain a summary of discussions, recommendations and agreements; and
7. Final Activity Report.

B. SCOPE AND METHODOLOGY

C. DISSEMINATION WORKSHOP

D. IN DESIGNING THIS ACTIVITY, IT IS ANTICIPATED THAT THE CONTRACTOR WILL UNDERTAKE:

- i) Desk reviews of R4s, Country Strategic Plans, Results Packages, Activity papers, evaluations, work plans, and other special reports on WID/Gender activities from and on the region;
- ii) Review PPC/CDIE, AFR/ABIC and G/WID documents/publications that are relevant to this assessment;
- iii) Interview with relevant Agency staff in AID/W, Mission staff in selected ESA missions;
- iv) Design necessary survey instruments and undertake the regional gender impact assessment;
- v) Develop an inventory of Gender/WID activities in the ESA region and Gender/WID Data Sources, Baseline Sources; etc.;
- vi) Design and deliver regional gender information system;
- vii) Design and deliver the Dissemination Workshop.

The contractor shall deliver one workshop as noted in Section IV (4) above. The contractor shall identify, select and make recommendations for an average of 25 - 30 participants for Workshop as agreed with USAID/REDSO/ESA.

VIII. TECHNICAL ASSISTANCE REQUIRED

A team of three social scientists will undertake this Regional Gender Impact Assessment. Two (2) social scientists will have experience in at least two (2) of the following development sectors: Gender Issues, Food Security/Economic Growth, Democracy and Governance/Conflict, and Capacity Building, and one (1) social scientist will have experience in the monitoring, evaluation and impact assessment of USAID programs.

The technical qualifications of the team required are:

a) Regional Gender Impact Assessment:

1) *Women in Development and Gender Analyst/Team Leader (Senior Level): 1 person/55 days*
Qualifications:

At least MA degree and academic training in a social science discipline (anthropology, sociology, economics, political science or women's/gender studies), including specific training in social research methods and design. Extensive experience designing and implementing social research activities in developing countries, including the design and evaluation of development programs and projects that focus on techniques to assure that women participate in and receive the benefits of economic development.

Skills:

Demonstrated consulting and supervisory skills; demonstrated skills in writing technical reports and presentation. Technical knowledge and experience of gender impact assessment and training skills.

Experience:

Gender impact assessments; detailed knowledge of and experience of USAID activity design, implementation and evaluation policies; working with African NGOs. Good understanding of the ADS requirements on gender impact reporting.

Dissemination Workshop (See below):

Women in Development and Gender Analyst/Trainer (Senior Level)– one person for 12 days:

The Team Leader will also undertake facilitation and training in the Dissemination Workshop.

Note: The Team Leader must have prior experience in the impact assessment of gender related activities and will be responsible for the supervision, coordination and intellectual management of the Team's work. The Contractor is required to indicate the ability to work with regional experts.

2) *Evaluation Methods and Training Analyst (Mid-Level): 1 person/ 45 days*
Qualifications:

At least MA degree in academic training in evaluation research methods and practices or academic training in broader social science or economic research methods. Extensive practical evaluation experience evaluating development programs and running evaluation-training sessions. Specific experience evaluating: developing country programs and projects, designing and implementing performance measurement and evaluation systems for management decision-making, implementing both formative and summative evaluation studies, and application of both qualitative and quantitative evaluation methods.

Skills:

Demonstrated analytical and consulting skills; skills in writing technical reports and presentation; proficiency in database management and spreadsheet; ability to analyze and package gender disaggregated data; extensive knowledge of running evaluation-training sessions and leading training courses on performance measurement and evaluation systems, and the application of both quantitative and qualitative evaluation methods; etc.

Experience:

Evaluation and impact assessments; understanding of the ADS and experience of USAID activity design, implementation and evaluation policies.

Dissemination Workshop (See Below):

Evaluation Methods and Training Analyst (Mid-Level) – one person 12 days:

The Evaluation Methods and Training Analyst will also be a lead trainer on assessing gender impact and in presenting the regional gender database.

3) *Program and Policy Analyst (Mid-Level): 1 person/45 days*

Qualifications:

At least MA degree and training in economics, policy analysis, program development and management, or social sciences including specific emphasis on quantitative and qualitative analysis of social and economic development programs and extensive experience with methodological approaches to assessing social and economic policy reforms in developing countries.

Skills:

Demonstrated consulting skills; program development skills; writing USAID reports.

Experience:

Detailed knowledge of USAID activity design, implementation, program/activity development and management, monitoring and evaluation policies and procedures. Good understanding of the ADS requirements on reporting.

b) Other Required Performance Categories

i) Database Development:

1) Database Specialist (Junior-Level): one person for 20 days

Skills: Working under the direction and supervision of the Evaluation Methods and Training Analyst, the Database Specialist will have demonstrated proficiency in database design, development and management; experience in analytical and statistical skills; ability to package and present data other gender disaggregated data; etc. This specialist may be contracted locally in the region.

ii) Dissemination Workshop:

1) Workshop Facilitator/Trainer (Senior Level) -- one person for 12 days:

Skills: Demonstrated training and facilitation skills for USAID workshops.

2) Conference Support Staff – three persons for 7 days:

Appropriate local support staff.

IX. RELATIONSHIP AND RESPONSIBILITIES

The following relationships and responsibilities will apply to this IQC:

- a) The Contractor shall operate under the technical direction of Wanjiku Muhato, Regional Advisor of Gender Issues, USAID/REDSO/ESA;

- b) The Contractor will be responsible for all logistics under this Task Order;
- c) The English language is the only language required for performance of work under this Task Order; and
- d) The Task Order IQC Contractor shall request, in writing, and obtain through the Task Order CTO, Country Clearance for individuals travelling under this Task Order (or, other cooperating country, as required), prior to commencing their international travel.

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APPENDIX D

RAPID APPRAISAL METHODOLOGIES (RAMS)

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OVERVIEW OF RAMS

The first rapid appraisal methodology was named Rapid Rural Appraisal (RRA) at a conference at the University of Sussex in 1978, and proposed the concept of “triangulation” for establishing validity. Triangulation entails working with a honed-down list of variables and issues, and for each of them, gathering data from (at least) two sources, preferably using (at least) two different research techniques (say, focus groups vs. key informant interviews). Today, there is a growing family of rapid appraisal methodologies, including Rapid Rural Appraisal (RRA), Participatory Rural Appraisal (PRA) and Rapid Assessment Procedures (RAP). All rely on the principle of “triangulation” for validity. It is precisely this systematic attempt at cross-validation that raises the rapid appraisal methodologies above journalistic accounts, or “quick and dirty” research.

Even with triangulation, rapid appraisals produce data that are not as rigorous as random sample survey research. But because of their better ability to handle contextual data, rapid appraisals may have comparable - and sometimes better - levels of validity.

Moreover, rapid appraisals can be undertaken where random sample survey research cannot. The four principal reasons for not doing random sample survey research are that (1) it is not possible to meet the requirements for a random sample; (2) it is too early in the research process to be able to write the right questions and, especially, write the right closed-end alternatives to those questions, (3) the topics and/or target group may not be amenable to the rigid format of a survey, and/or (4) it is suspected that there is little variation in the answers people will give to the questions of interest. Specifically:

- ▶ The main reason for not being able to fashion random samples is that in many remote, large, or difficult terrain areas, it is too difficult and expensive to undertake the mapping that can establish the universe from which the random sample can be drawn.
- ▶ The main reason that surveys are inappropriate for the early, exploratory stages of research is that the multiplicity of open-ended questions that are needed at this juncture are horrendously expensive to code and analyze, and the process usually takes so long that results come in much too late to be of use to the average development project.
- ▶ Surveys also may be contra-indicated when the topic is too controversial or delicate or complex, and/or the target group may be engaged in activities that are too intimate or illegal to be willing to give truthful answers to the interviewer. (It also is impossible to delineate the universe of those engaged in illegal activities, precluding a random sample.)

- ▶ Finally, a large-scale random sample survey is most justified where there is lots of variation in the questions being explored, but too expensive if it just confirms key informants' assertions of uniformity (e.g., that almost 100% raise maize and cattle).

It is also worth mentioning two other potential advantages of rapid appraisals (RAs) that are relevant for development projects:

- (1) RAs are extremely useful for measuring results or impact at any point in the life of a project, and RAs can be integrated into any Monitoring and Evaluation (M&E) system.
- (2) RA focus groups with various sub-groups of both clients and control groups can be used to supplement quantitative indicators and provide the prospect of a more participatory way of creating and periodically measuring indicators.

A TYPICAL RAPID APPRAISAL SEQUENCE

As a caution, note that not all the steps presented here must always be done, nor must they be done in the following order; sometimes two or more steps can take place concurrently. What is important is that the information obtained is triangulated, or cross-validated. This means using two or more techniques, comparing the vision of “insiders” and “outsiders,” and (where projects already are under way) contrasting the experiences of both clients and control groups. The typical steps of a rapid appraisal for a development project or program are:

1. *Review of Secondary Data*

This includes two types of **literature/documents**: **outside** literature (social science studies, government reports, donor studies, “gray literature,” etc.), and **inside** literature (those related to the organization’s project cycle, from initial formulations to final evaluations).

It also includes **re-analysis of existing data**. Again, these can be **outside** sources (national account statistics, household surveys, census, and/or quantitative data generated by bilateral or multilateral agencies, such as the World Bank LSMS series), and/or **inside** sources (e.g., rerunning tables to disaggregate them by gender, region, economic sector, age groups, etc.) The idea behind re-analysis of extant data is to use variables that had been collected and which are important to you but had not been used to disaggregate the data in the original analysis.

2. *Gathering of Primary Data*

Here are the main techniques:

- ▶ **Key informant (KI) interviews.** These make use of a flexible, semi-structured “topic list,” rather than a rigid questionnaire, and this topic list can and should be continually adapted/modified as new insights and topics emerge.
 - Typically, KI interviews begin at the top, at the national level, and then work their way down to the grass roots level.

- They also should involve both **outsiders** (e.g., the staffs of NGOs that compete with the one(s) involved in the project; locally knowledgeable people such as teachers, health post workers, etc.) and **insiders** (various levels of project staff).
- ▶ **Focus group interviews.** These can be conducted in a participatory manner by the facilitator, so that participants interact and discuss topics among themselves, often arriving at new insights and recommendations.
 - The most essential thing is that focus groups should be **homogeneous**. One should never combine people with conflicting interests in the same focus group (e.g., labor and management; large landlords and tenant farmers, and - in most situations - men and women). Neither side will be forthcoming and honest.
 - Focus groups also should be **small**; the ideal size seems to be **five**. In practice, up to eight can be manageable with a trained facilitator running the discussion and a second person recording; conversely, the occasional group of four (or even three) may be necessary if there are “no shows.” Why five? Social psychology research has established that when group size goes above five, a clear leadership structure begins to emerge: one or two dominate the group and one or more tend to withdraw, saying little or nothing. And based on my experience in over three dozen countries around the world, five is indeed the magic number for interactive, insight-producing discussions that can be managed by one facilitator (aided by one assistant to help record answers).
 - Focus groups can collect two kinds of data: (a) on the **issues**, and (b) **socioeconomic and socio-demographic** information. The social data can be collected at strategic moments when the issues discussion is veering off on a tangent, or being monopolized by 1-2 people. The facilitator announces that it is now time “to go around the circle,” and asks everyone, e.g., how many children they have and how old they are. This breaks up the unwanted discussion pattern and the facilitator can pick up with a new topic or ask for a comment from someone who had not spoken.
 - During the project implementation phase, focus groups should be conducted not only with **insiders/clients** but also with **outsiders/controls**. It is necessary to have separate control group meetings in order to find out what other factors (exogenous variables or externalities) may have been affecting the people in the area, independent of the program/project.
- ▶ **Supplemental techniques.** These include:
 - **Follow-up individual interviews** with a few people from the focus groups to clarify points that remain in doubt.
 - **Observation.** This can be a powerful tool, especially for conservation/natural resource management projects. One can walk a farmer’s fields and see what measures he/she actually is using, vs. what the person may say in an individual interview or focus group.

- **Content analysis** of newspapers or other media (TV, radio, magazines) or even donor or project documents may be very revealing - especially of biases that exclude certain groups or present them in a stereotyped way.
- ▶ A “last-step” mini-survey. Such a technique is useful if, after all the above:
 - (1) we still cannot predict what the people in the next focus group are going to say on a particular topic, or
 - (2) we need quantitative data, either to convince skeptics or because the consequences of loose estimates could be detrimental to the clients.

But this “last step” survey need not include all the items for which clear patterns have emerged. For example, if we already know the main crops and livestock in the area, the gender division of labor vis-à-vis those crops and livestock, and any variation in that gender division of labor by ethnic group or level of wealth, we do not have to include these items in the survey instrument. To reiterate, the mini-survey questionnaire need contain only the questions that remain in doubt. By this time, we probably know enough about even those issues to be able to make most questions “closed-end.”

Naturally, a random sample remains the ideal. Sometimes, this becomes feasible for a “last-step” mini-survey when it would have been impossible for an initial baseline survey. This may be because the unsettled questions are now confined to a small sub-sector of the original geographic area. If so, the cost of constructing the “sampling universe” could be greatly reduced.

3. Feedback

In order to help the various stakeholder groups feel a sense of ownership in the project, it is necessary to encourage their participation in decision-making related to the project. One key step is to consult with them about preliminary findings and first round suggestions about project initiatives. The general sequence is to reverse the process to this point and “go back up the pyramid.” In short, one would start with some of the grass roots people who had been focus group or key informant interviewees. Then one could hold a community-level meeting, even though those with less power would be unlikely to participate freely. There also should be feedback meetings with project staff (front-line workers, as well as project management), and finally, at the national level (including top management of the project, relevant donors, government officials, and the like).

In sum, rapid appraisals can provide data that can be defended scientifically more quickly and cheaply than any comparable method. As a final bonus, they are particularly suitable for typically under-funded development sectors, such as gender and development.

APPENDIX E

LESSONS FROM LITERATURE ON GENDER AND EMPOWERMENT AND ‘BEST PRACTICES’ MICROFINANCE PROJECTS

- First, the literature on **gender and empowerment** has found economic power to be the most important influence on women’s overall degree of equality with counterpart men.
- In addition, relative male/female economic power has been found to have a series of consequences of great importance for enhancing economic and social development.
- Specifically, with greater control of economic resources (the operating definition of economic power), women tend to gain:
 - Increased self-confidence;
 - Increased say vis-à-vis their own fertility;
 - Increased say vis-à-vis sexuality (e.g., condom use);
 - Increased say in household economic decisions;
 - Increased say in household domestic well-being decisions (including those affecting children’s nutrition, education and health);
 - Increased say in conservation/land use decisions in rural areas;
 - Increased ability to be active in civil society, and increased likelihood of doing so, and
 - Decreased likelihood of being victims of domestic violence – although only after their enhanced economic power has been consolidated (see, e.g., Blumberg 1984, 1991, 1995, 2001a).
- Additionally, women tend to spend income under their control differently than counterpart men, tending to:
 - Hold back less for their own personal consumption, and
 - Spending funds more single-mindedly on children’s nutrition, education and healthcare (i.e., human capital formation; see, e.g., Blumberg 1988, 1989a, 1989b, 1991, 1993, 1995, 2001a).
- Second, the sector of development where gender disaggregation of data and gender mainstreaming are farthest advanced is that of **“best practices” microfinance projects**. From about the mid-1980s, these projects began to replace the old model of subsidized credit, which not only had a 100% failure rate (Adams 1971, 1984), but an almost all-male client base. The literature makes clear that as the new “best practices” model evolved, there was a gradual learning process, whereby it was slowly realized that women microfinance clients were:
 - Almost universally better at repaying their loans than male counterparts;
 - At least as good as men in using the credits to increase business revenues, and
 - Better than men in taking any extra income home to improve the nutrition, education and health of both their sons and daughters.
- Donors increasingly insisted on sustainability and low rates of arrears in “best practices” projects. Soon most microfinance organizations were disaggregating loan repayment data by sex and many were paying their loan officers bonuses for maintaining a low rate of arrears on their portfolios. As women’s loan performance was documented, loan officers began to seek them out, in part as a way of assuring their bonuses. The net result has been a gradual feminization of the client base of the most advanced microfinance organizations (Roberts 1999).

APPENDIX F

GENDER ALSO MEANS MEN

The following example, which comes from fieldwork carried out by Dr. Rae Blumberg in Ecuador, makes it clear that gender also means men:

A project aimed at increasing household income by increasing milking income was doing well in a number of Indian and mixed Indian-mestizo villages in the Ecuadorian Andes but failing miserably in one mestizo village, El Angel. The USAID-mandated baseline gender analysis for the project had never been carried out. But luckily, it proved possible to recoup: a single day's rapid appraisal was sufficient to hold separate focus groups with men and women from El Angel and discover why the project was failing there.

As the first component of the project, extension agents had urged men to devote one of their fields to growing improved pasturage so that the women would not have to take the cows to the grazing areas above the village each day. The cows could then be milked twice rather than once a day – thereby doubling milking income. The improved pasturage also would permit early weaning of calves. These calves would reach sexual maturity or marketable size faster while the cows would come into estrus again faster, further enhancing household income.

The problem was that the men of El Angel had steadfastly refused to devote any of their fields to improved pasturage.

The gender analysis carried out that day explained why: El Angel is located well above 3,000 meters, just below the “cultivation frontier” above which only grazing is possible. Since women did the milking and received the money from the wholesaler, the men viewed it as female, not male, income. And since men made their income from sale of vegetable crops from their small number of fields below the “cultivation frontier,” they saw the project as a zero-sum game – one that would enhance their wives' incomes (and decrease their daily labors in taking the cows to graze above the “cultivation frontier”) while cutting the men's.

Fortunately, as it turned out, there were other interventions the project could promote once the source of the El Angel men's recalcitrance was revealed.